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ABSTRACT

This document records the oral and written testimony given at a congressional hearing on school-to-work transitions, focusing on four local programs that have involved cooperation between industry, labor, schools, and the local community to help young people bridge the gap between school and work. The four programs described are as follows: (1) the General Motors-United Auto Workers Quality Education Program designed to bring female and minority high school students into the skilled trades; (2) BOSS (Business as On-Site Schools), a cooperative effort with Southern Bell, the Communication Workers of America, and the Alachua County School Board in Florida, in which at-risk students work at a Southern Bell facility for 20 hours per week under the direction of a mentor; (3) the Pennsylvania Youth Apprenticeship Program of the Industrial Modernization Center in Pennsylvania, which is operated as a machine shop youth apprenticeship program primarily for the metal trades; and (4) the Roosevelt Renaissance Program, a high school restructuring program in Portland, Oregon. All witnesses emphasized the cooperation needed in their programs, and the successes they had achieved. More such efforts were advocated, and federal legislation addressing the need for such programs is being drafted. (KC)

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OVERSIGHT HEARINGS ON SCHOOL-TO-WORK TRANSITION PROGRAMS

HEARINGS

BEFORE THE

SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED SECOND CONGRESS

SECOND SESSION

HEARINGS HELD IN WASHINGTON, DC, MAY 6 AND JUNE 17, 1992

Serial No. 102–111

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OVERSIGHT HEARING ON SCHOOL-TO-WORK TRANSITION PROGRAMS

WEDNESDAY, MAY 6, 1992

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The committee met, pursuant to notice, at 10 a.m., Room 2261, Rayburn House Office Building, Hon. Carl C. Perkins, Chairman, presiding.

Members present: Representatives Perkins, Kildee, Olver, Gunderson, and Goodling.

Staff present: Omer Waddles, staff director; and Mary Gardner, minority professional staff member.

Chairman PERKINS. We will call this meeting of the Subcommittee on Employment Opportunities to order and welcome everyone here today. We are very pleased to have our guests with us, and I would like to say a few opening words about what we are going to be talking about and trying to get some answers to today.

The question of how to serve best the 50 to 75 percent of our youth who do not attend or complete college has become a national concern, and as the global economy becomes increasingly competitive, the U.S. must produce a better educated and higher skilled workforce. The concept of incorporating workplace learning, applied education, and traditional academics is not a new idea. Traditional apprenticeship programs have utilized this framework in the skilled trades for generations. Doctors serve time as residents, and educators often begin as student teachers.

Every major industrial nation but one has a structured system to help youths make the transition from school into the world of work. The U.S. does not. Youths are left alone, relying on an ad hoc network of parents, relatives, school counselors, and the want-ads to find a job. There is no existing structure to bring young people into the workforce and prepare them to spend the rest of their lives working. For most students, there is little apparent connection between what they learn in school and what they will need in the real world. Students can graduate from high school without the necessary skills and training to be effective members of the workforce. The recent SCANS report, "Learning a Living: A Blueprint for High Performance," documents the need for U.S. industry, labor, schools, and communities to rethink the way they look at education and the workplace.

The events of the past week in Los Angeles and other cities around the country give us dramatic evidence of the sense of despair and rage many of our young people are experiencing. Too many of our youths have dropped out of school, opting out of a system they view as useless and of no help to them on the streets. For many of these disaffected youths, as for many young people, college may not be a realistic alternative. We need to offer young people hope for the future and the possibility of a good job or a career in a growth field.

Many people, including myself, are talking about creating a national system of school-to-work transition. As the debate takes place at the national level, I feel it is important to examine what is being done locally before enacting Federal legislation. These local programs have been developed by organizations and concerned individuals trying to make a difference in their own community. Today, we will look at four successful local programs where cooperative efforts between industry, labor, schools, and the local community have produced programs to help young people bridge the gap between school and work. We need to hear about the problems that each program faced and what the solutions were.

In order to create these local programs, everyone involved had to take risks. Business and labor had to set aside traditional apprehensions about working together and, in a sense, go back to school themselves. Educators, parents, and students had to change their mindsets about what constitutes a "school" and opt into a new program developed in conjunction with industry and labor that is radically different from most traditional academic paths.

School-to-work transition comes in many forms. These are just four of the thousands of local programs already in place which try to prepare young people for the workplace. Even here in Washington, we have seen a variety of legislative proposals to address the school-to-work challenge. As I prepare to put together a legislative vehicle for the subcommittee, I will draw from some of these existing proposals, but the in-the-field programs such as these here today are the best examples of what works.

We look forward to hearing from our witnesses this morning, and we are eager to learn how to develop and operate a successful school-to-work transition program. With this, we would like to turn to our distinguished colleague from Flint, Michigan, Dale Kildee, who is going to take this opportunity—because he has to go somewhere else and if it is all right with Mr. Goodling—to introduce two of the distinguished guests that we have here today.

Mr. KILDEE. Thank you, Mr. Chairman, very much. It is good to see on the podium two great advocates of bringing together the school and the world of work. I do not think we could have two greater friends of education. You and your credentials are well known, as were those of your father. Mr. Goodling, as far as I am concerned, is Mr. Education in this Congress, and we are glad to have him here this morning.

You mentioned Los Angeles, Mr. Chairman. Certainly, I have always found that the lack of hope can lead to despair, and despair unfortunately can lead to senseless violence. I think we have to give people hope in this country.

I thank you, Mr. Chairman, for inviting me to introduce two witnesses from my district and home town of Flint, Michigan. I am pleased that you are holding a hearing on youth apprenticeship as part of the school-to-work transition. As you know, I share your concern that we provide students with the education necessary to enter the workforce ready to perform. As a Member of Congress, it is always a pleasure to see organizations from the district you represent receive recognition for quality work, especially if it has a positive effect upon our young people.

The GM–UAW Quality Education Program is an exciting partnership, designed to bring female and minority high-school students into the skilled trades. The program is quite simply about opportunity, an opportunity for students to become full participants in society and an opportunity for business to gain a good employee. It is my pleasure to introduce Mr. Robert Morrish of UAW Local 659 and Mr. Gerald Butler, Personnel Director of GM Truck and Bus Metal Fabricating Plant in Flint to speak more about this important initiative. I am sure, Mr. Chairman, that their testimony will help educators, business, and labor to work together to address the needs of our students. I am personally very proud of what they are doing. They are reaching out to some of the people in greatest need and people who, without hope, can go through that chain we mentioned before.

Thank you very much, Mr. Chairman.

Chairman PERKINS. We would also like to welcome, so that they do not feel completely left out, Mr. Rob Ryan, President of CWA Local 3105 in Gainesville, Florida, and Judy Boles, Regional Manager, Corporate and External Affairs, of Southern Bell in Gainesville, Florida. We welcome all of our distinguished guests today and thank them very much for taking the time to appear with us.

Mr. Goodling, we have second bells. Would you like to make a statement before we go over to vote?

Mr. GOODLING. Second bells for the Democrats, not for the Republicans?

Chairman PERKINS. We can adjourn until afterwards. Would you like to wait until then?

Mr. GOODLING. No. I just meant, we are not in session, are we, at this time?

Chairman PERKINS. Yes. We are in session. We are going to have a vote.

Mr. GOODLING. There is no red light on. I will make a quick statement. I thought it was your own private call.

Mr. Chairman, I want to thank you for holding this hearing on the school-to-work transition. I am pleased that you have chosen to draw attention to those American secondary students who do not necessarily plan to continue their education into the postsecondary level. As you know, at least 50 percent of American students do not go on to a college or university after graduating from high school. We must ensure that we prepare these students for entering the workforce.

This is why my colleague, Mr. Gunderson, and I have introduced H.R. 4976, the School-to-Work Transition and Youth Apprenticeship Act, a bill designed to address the problem of providing support for American youth who do not currently intend to seek a

postsecondary education. The bill will help these students make a successful transition directly into the workforce or into further education and training which is directly related to the occupation of the student's choice.

The demands of the American workplace have increased in the competency, educational literacy, and technical expertise needed to fill American industry's jobs. If America hopes to remain a competitive leader in a global marketplace, we must ensure that today's youth will be ready to meet industry's needs. I guess I should say on panel two, we are happy to see that there are two people from Pennsylvania, not my district but at least we have two people from Pennsylvania represented on the second panel. Thank you, Mr. Chairman.

Chairman PERKINS. Thank you, Mr. Goodling, distinguished ranking member on the full committee. With this, we are going to take a break. I am sorry, but we have to go vote. There will be another vote directly after this journal vote or suspension, and we will be back as quickly as we can. With that, the committee is in recess.

[Recess.]

Chairman PERKINS. We are pleased to have you all here. As I said earlier, I am sorry for the delay, but we cannot really do too much about it. We will turn to the first panel. Going left to right, we will start with Mr. Robert Morrish of the UAW who, as Mr. Kildee has indicated, is from the UAW Local 659 in Flint, Michigan. Mr. Morrish, please go ahead.

STATEMENTS OF ROBERT MORRISH, UAW JOINT ACTIVITIES REPRESENTATIVE, UAW LOCAL 659, FLINT, MICHIGAN; GERALD BUTLER, PERSONNEL DIRECTOR, GM TRUCK AND BUS FLINT METAL FABRICATING PLANT, FLINT, MICHIGAN; BOB RYAN, PRESIDENT, CWA LOCAL 3105, GAINESVILLE, FLORIDA; AND JUDY BOLES, REGIONAL MANAGER, CORPORATE AND EXTERNAL AFFAIRS, SOUTHERN BELL, GAINESVILLE, FLORIDA

Mr. MORRISH. Thank you, Mr. Chairman. On behalf of the UAW, I would like to thank you for the opportunity to come before you to express our opinions about school-to-work linkage.

In Flint, Michigan, our facility is a manufacturing facility of about 3,700 employees, 1,200 of which are skilled trades people, with an average seniority or average age of about 43 years. The program that we have is based purely on need, and that need is to replace retiring skilled trades workers as we see them going out into the future. We have a locally developed attrition prediction program that allows us to reasonably determine the number of people who will be retiring from any trade at any given time, so we have a pretty good idea of how many people we need to replace over the next few years.

The system, as we know it in the past, has always been able to provide us with a good number of replacement candidates for the apprentice program, until recently, when we started to see students who are graduating not being able to pass the GM-UAW apprenticeship test. We recognized that as being a problem, and we know that something has to change within the system to allow us

to be able to replace those people in order to maintain our competitiveness in the industry, as well as being able to maintain jobs in the United States.

Our program was developed jointly with the UAW and General Motors. It deals with 11th and 12th grade students. The students will be taking a curriculum that was developed with the help of five schoolteachers who came into our facility, looked at our needs, as far as what these students had to know. They developed a curriculum in conjunction with us and two local colleges. The reason for that was, we wanted the colleges to accept those students that took that curriculum at face value, with no remediation in the event they were faced with going to college.

So through the partnership and the curriculum development, we developed a program whereby the students went through an assessment process. They were selected based on 100-point criteria. We have 50 students identified to start our program beginning in September.

The students will spend their academic curriculum at a local high school, Beecher High School, which is a relatively small school district just outside the city of Flint. They will spend their academic time there. They will be transported by bus to the local vocational training center, where they will have vocational training that is in conjunction with their academic training. After they are finished with that, they will come into our workplace for 2 hours a day, work with skilled trades mentors while they are in the plant, doing work-related-type training and work-related activities to develop their skills, not only the motor skills necessary to become competent skilled tradesmen but develop an understanding of what skilled tradesmen actually are responsible for in the industry. With the combination of the academic, the vocational, and the workplace training that they are going to receive, we feel that they will develop the necessary employability skills to be future skilled tradesmen of the 1990's.

Some of the strengths of our program, as we view them, are the curriculum, because it matched the vocational and the academic curriculum to the workplace requirements; and the mentorship program. We have some of our best journeymen who are coming forward and volunteering to be mentors, to help these students get through the program. They are always going to be with someone. The students will never be standing alone. So there is a real support mechanism that is built into our process that allows these students to function at the top of their capacity.

After 2 years, in the event we cannot hire these students as apprentices into our program, we are guaranteeing tuition and books for these students to enter into an associate degree program at one of the local colleges. We have developed our curriculum, as I said, in conjunction with two local colleges so that they could enter into an associate degree program in applied technology in either of the colleges with no remediation. We feel that is a very important element, because one of our major expenses in the organization today in the training arena is remediation, trying to pick up skills that the students may be deficient in or our active employees may be deficient in as they try to move forward into the skilled trades organization.

As we started planning this, we began approximately a year and a half ago, back in 1990, looking at what we needed to do. The basic outline was developed in conjunction with our local apprentice committee. Jim Jarman and Bill Dodge, two members of our committee who have almost 30 years of apprentice committee activity under their belts, were the ones who helped us develop the guidelines in trying to pull this thing together. It was approved through our shop committee, through our union organization, our local organization.

We started meeting with the partners because we knew we had to bring partnership into this with the local school districts, with the vocational education provider in our area, as well as the colleges. We had to bring that partnership together. So we started meeting with the partners, trying to work that out. We finally worked that out and brought all the partners together, and everyone bought into the concept.

We met with some other people around the State who had various vocational training programs in place. We looked at bits and pieces of those and pulled out what we thought we could use for ours. Then we moved forward with our process, after we had a bigger outline put together, through the international union of the UAW. Reuben Burks, our regional director, as well as Bill Brooks, the group personnel director for Truck and Bus, both bought into our program and supported it 100 percent. I think that was a key element in moving forward with this program because we had that kind of support from that level of both organizations.

We had one other hurdle to go over, and that was the National UAW–GM Apprentice Committee. We met with them, and we knew that if we could not get beyond that hurdle, then our program was probably going to die. We went to Detroit, made that presentation, and they supported our proposal. So we went forward with that.

We have brought all the partners back together. All the partners came to a breakfast and reconfirmed their commitment to the program at that breakfast back in October of 1991. Then we began to enter the implementation stage. Beecher High School, our high-school partner, hosted a meeting for the parents of the interested students because we knew we had to have encouragement from the parent groups in order to make this program work because our work piece of the business is after school. They come into our plant 2 hours a day after school, and we pay the students $6.25 an hour while they are in the plant. They come in 5 days a week. So we knew we had to have the support of the parent group because this conflicts with extracurricular activities. The students would not be able to participate in football, baseball, or basketball. So they had to make a pretty significant commitment to the program in order to continue through with this process.

What we have developed specifically is a career path for students to follow from the 10th grade into a skilled trades position within General Motors and the UAW. We feel pretty pleased that we have put this together very well. We have put a lot of time and planning into this with the curriculum. We have tested the curriculum, we have tested the statistics, we have tested the people who are coming into the program, and we have tested some of our current

apprentices so that we know what skill level we have to raise these students to. We have done a lot of activity in preparation for this program up to this point.

The students themselves, we have 50 students that will be entering the program in September. They have all been identified. We have brought them all back together, after identification, with their parents to a little recognition dinner that we had, hosted by the Genesee Area Skill Center, technology center. At that point, we reconfirmed our commitment from all the partners, not only the UAW but General Motors, the community colleges, and all the school system. The students and the parents were very pleased at that point with the program. So we are moving forward with this program. As I said, in September, the first group of 50 students will be coming into the plant, and they are already signed up for the curriculum that we have developed in conjunction with that school district.

Some of the problems that we encountered along the way were mostly due to change. Resistance to change is institutionalized in both our organizations. This idea came from the ground up. We developed this program on the basis of need and not on the basis of anything other than that. The need to replace our retiring skilled tradespeople was where we brought this program from.

It was developed jointly with a lot of cooperation between the UAW and General Motors, but it was established more or less outside the normal collective bargaining arena and given a certain amount of political immunity so that when they were having problems in other areas, which we do sometimes, this program was not affected by that. So we had to give that little bit of life in the corner in order to get to the point where we are at today, and we feel pretty pleased with that. Both sides recognized the need for this program. It was not a secret. All the facts and figures were there, and it was very easy to identify what the need was.

There are some linkages that we have here to our apprentice program. Upon completion of this program in 2 years, our students will immediately take the GM–UAW apprentice test, be placed on the list for a selection into the apprentice program. Our ideals are that they will score very well. In the past, graduating seniors have fared about an 8 to 10 percent passing rate on the apprentice test. We have experimented with some of our in-plant people with the same curriculum that we are going to be using for these students. We raised our in-plant people up to about 84 percent completion or passing of the apprentice test. So we feel confident that the curriculum we have established will prepare these students to enter into the workplace and give them the employability skills necessary to pass the skilled-trades apprentice test and, hopefully, some day become apprentices.

We will develop a pool of qualified and interested candidates out of this, and that is something that is very necessary at the time. Not hiring new students into the organization like we used to 20 years ago, the availability of qualified applicants is becoming minimized. So we have to go back to the schools and look to the schools to provide us with those students that have the employability skills and have the skills to pass those stringent requirements on the test.

Some of the things that we dealt with when we went through this program, we held it at a very high level in relationship to what it was going to do. We always functioned on the aspect that if I would not put my son or daughter into that program, and Mr. Butler would not hire them after they finished the program, then it was not good enough. So we kept it at a real personal level, and we looked at it from the standpoint that it had to be good enough for our children or we were not going to put it out there for the rest of the kids. We feel that we have that, and I would not have a problem with my son or daughter entering into a program like this. I think he feels confident that once they go through this program, they will be someone who has the employability skills that he could feel confident in hiring.

Some of the other comments, the tech prep program, as we know it today, does a very fine job of integrating the vocational and the academic learning, but we feel there is a missing element there. That missing element is the sanction by business that allows the input from the business organization to define what their needs are and define what those employability skills of students coming out of that program. I think that is an area that we could definitely take a real strong look at, trying to develop some help in that area for the employers and allow the funding that comes out of the national programs goes to the schools, but there is a big piece that is there for the employer getting involved in this. Business has to be involved in the education and in these programs, or else it will never work.

That is where we really are. Our program has that linkage of labor, industry, and education. We feel that students going through this program will develop the employability skills necessary to be employed in the future. Thank you very much.

[Additional material supplied by Mr. Morrish is on file with the subcommittee.]

[The prepared statement of Robert Morrish follows:]

MANUFACTURING TECNOLOGY PARTNERSHIP

TRUCK & BUS FLINT METAL FABRICATING
GENERAL MOTORS CORPORATION
FLINT, MICHIGAN

LOCAL #659
UNITED AUTOMOBILE, AEROSPACE & AGRICULTURAL
IMPLEMENT WORKERS OF AMERICA -- UAW
FLINT, MICHIGAN

BEECHER HIGH SCHOOL
FLINT, MICHIGAN

G.A.S.C. TECHNOLOGY CENTER
FLINT, MICHIGAN

MOTT COMMUNITY COLLEGE
FLINT, MICHIGAN

BAKER COLLEGE
FLINT, MICHIGAN

Text of presentation by Robert J. Morrish, to the Subcommittee on Employment Opportunities' "Oversight Hearing on School-To-Work Transition". Held on Wednesday, May 6th 1992, at the Rayburn House Office Building, Washington, D.C.

Respectfully submitted:

Robert J. Morrish
UAW Joint Activities Representative
Local 659
Flint, Michigan

La Vonda Wilkerson
UAW Manufacturing Technology Partnership Coordinator
Local 659
Flint, Michigan

04-29-92 01:43PM FROM FMF SAL. PERSONNEL P.07

Manufacturing Technology Partnership

In recognition of the need for a technologically skilled workforce, the undersigned organizations have committed, on this 23rd day of October 1991, to support and promote the educational program.

- Manufacturing Technology Partnership -

Truck & Bus Group

William C. Brooks
William Brooks

Frank Pasqual
Frank Pasqual

Jeff Smith
Jeff Smith

UAW

Ruben Burks
Ruben Burks

Joe Dugan
Joe Dugan

Jim Stevens
Jim Stevens

GASC Technology Center

Nathel Burtley
Nathel Burtley

David Spetnal
David Spetnal

Beecher High School

Robert Wilson Jr.
Robert Wilson Jr.

[illegible]

Mott Community College

David Moore
David Moore

Baker College

Ken Rea
Ken Rea

As a union represented, industrial manufacturing organization we have become very sensitive to the predictions that denote the projected shortage of skilled workers in the United States. We clearly recognize many deficient elements of the current system, some of which we have attempted to impact from a local standpoint and others that are far removed from our realm, but have national implications.

We found a system unable to produce the necessary skilled workforce. The system, without change, will no longer provide candidates with the necessary employability skills required to meet the needs of the manufacturing industry of the ninaties. Among other things, we must stop recruiting skilled workers from our suppliers because many are faced with the same challenges we are.

Without change in the system the United States could conceivably be importing skilled workers or continue to loose the manufacturing base to foreign countries. Our inability to satisfy the requirements for skilled workers, while attaining Equal Employment Opportunity objectives, can be corrected only through immediate action.

Truck and Bus Flint Metal Fabricating and U.A.W. Local 659 jointly developed the "Manufacturing Technology Partnership" based on an identified need for qualified and interested minority and female apprentice candidates. We became aware

of our eminent problem by experimenting with a locally developed attrition prediction program. Our attrition prediction program allows us to reasonably predict the number of employes that will retire from any classification in any given period of time. The data base we use is developed on the previous ten years history. "The Manufacturing Technology Partnership", is a pro-active approach to problem solving for the 1994-95 time period. The main objective of our program is to provide a pool of interested and qualified minority and female candidates for the UAW/GM apprentice program. The time and costs of training skilled workers is on the rise. "MTP" allows a portion of the training to be completed while the students are still in high school, and provides part time employment for the participants. The development and linkage of the academic and vocational curriculum, tied to the workplace experience will provide significant opportunities for the students over an extended period of time.

In conjunction with a new "MTP" academic curriculum the students participate in daily vocational training that begins to develop the basic motor skills required of skilled tradesmen. After leaving the academic and vocational training, the students report to the plant for two hours each day and while in the plant, work with highly trained skilled trades mentors. The mentors and students develop strong bonds that lead to improved understanding of the requirements of skilled workers. After completing two years in "MTP" we

are confident the students will have the desire and ability to meet the requirements of becoming skilled workers. In the event, we are unable to hire the students as apprentices at the end of the second year, tuition and books will be guaranteed up to and including an Associate's degree in Industrial Technology. All roads of our program lead to apprenticeship and if an opening occurs it is expected, the students will pursue an apprenticeship.

Although our commitment of resources has been significant, our program will only minutely address the situation faced by the industrial nation. At best, programs like ours will be significantly limited without the availability of monetary resources. With funding and governmental support these efforts can continue to grow.

Our "MTP" program was developed prior to the drafting of the Department of Education's Tech Prep guidelines. You should be commended for your efforts in developing Tech Prep as authorized by Section 420 of the Perkins Act. Tech Prep thoroughly addresses the necessary elements for integrating vocational and academic learning, however, we urge you consider adding to Tech Prep guidelines to allow for more involvement through partnership with labor and manufacturing facilities. Funding should be available through Tech Prep to support industrial employers. Partnership with industry is the key element that can provide employment and true life

experience for students participating in Tech Prep. Our organization is focused on the apprenticeship process which requires a long term commitment to education. Currently we are allocating $700,000 in an effort to prove the effectiveness of our "MTP" program. This money is in lieu of a functioning Tech Prep program in Flint, Michigan with the flexibility to provide funding for support of the manufacturing process.

Planning of our program began in the fall of 1990 when the basic outline was developed with input from Jim Jarman and Bill Dodge our local apprentice committee, Gerald Butler, personnel director, and myself. This outline was shared with the U.A.W. shop committee, which is composed of seven elected U.A.W. officials from within our plant. The shop committee chairman, Jim Stevens and plant manager, Frank Palopoli signed a letter of commitment, giving us the opportunity to move forward with our plan.

We visited two sites in Michigan, one a factory, the other a vocational school. Each had a portion of a program that we felt could possibly be incorporated into our process. Research was conducted into program attempts similar to ours but which had failed. From this we developed an avoidance list of problems that plagued other attempts at school-to-work programs.

At this point we brought in a school district to become our pilot. Beecher High School was selected based on its minority population, high academic standards, and the size of the district. The fact that Beecher is a small school district gave us the opportunity to deal directly with the school administrators and the school board. Beecher was a very receptive partner, willing to participate in curriculum development and administration.

The second phase of our plan included bringing in the G.A.S.C. Technology Center. This is a vocational school that maintains working relationships with all twenty seven school districts within Genesee County. We felt the G.A.S.C. Technology Center could play an intricate role in the necessary vocational training that would be required of the "M.T.P."

After many meetings with Beecher and G.A.S.C. Technology Center, we focused on the need to seek guidance from post secondary educational providers. Mott Community College and Baker College were invited to become partners. Their function was to provide guidance in curriculum development that would insure students completing the "Manufacturing Technology Partnership" would be prepared to enter into college without remeadiation.

The summer of 1991 was spent on curriculum development by a

team of teachers working at our facility. The teachers came to us under a national UAW/GM Human Resource Center program, "The Quality Education Program". The teachers helped incorporate the detail of our plan, as well as matching the academic and the vocational curriculums.

In an effort to promote our plan we recruited the support of Ruben Burks, Director U.A.W. 1/C and William Brooks, Truck & Bus Group Director Personnel. This proved to be an essential element in establishing this process as both parties became ardent supporters.

The next step in the approval process was the National UAW/GM apprentice committee. Some of our proposals raised considerable questions from this group, and without their approval our program would have been stymied. After much discussion we were given the approval to proceed.

In October 1991 all the partners were brought together for a breakfast and a ceremonial signing of the official partnership agreement. At this point we finally felt the "MTP" had been given life.

The next, and most crucial step was gaining the confidence of the parents to allow their children to participate in the "MTP". Beecher High School hosted a meeting for interested students and their parents in November of 1991.

Approximately three hundred students and parents attended. All partners of the "MTP" confirmed their commitment to the program. The media release from this event created interest from other G.M. plants and other community schools.

Our selection process was completed in March of 1992 and in April we hosted a recognition dinner for all the selected students and their parents.

Throughout the planning and development of the "MTP", we maintained a high level of commitment to the quality and strength of our process. We operated under the premise, "If you wouldn't put your son or daughter in "MTP", or if you wouldn't hire the student when he/she completed the "MTP", then the program isn't good enough and must be changed".

Another significant outcome of the process we used for planning and development was the strengthening of our relationship with the schools and G.A.S.C. Technology Center. With the strong sanction from business, we have effectively impacted the curriculum in the schools to reflect the necessary requirements of manufacturing. We are confident that our program will produce students with the math and science background as well as the technical skills that will render our students employable and credible when they fill out job applications.

Our perspective of the G.A.S.C. Technology Center has improved to the point that many of their teachers have been involved in our in-plant training programs. We have hosted many tours for teachers and students. We have sent some of our skilled trades workers to G.A.S.C. Technology Center to move a fifty foot wall inside their facility. This was conducted as a demonstration project to show the students the proper safety techniques required to perform a job of this magnitude.

Our process of implementation was not always smooth sailing. Our proposal was developed from the ground up and required approval at every step of the process throughout both the U.A.W. and General Motors Corporation. Understanding that resistance to change is institutionalized in most organizations made our process very challenging at many intervals.

Our program is being considered by other U.A.W. Locals and GM facilities in our immediate area. We feel this program could be used as a model for any manufacturing process with the proper union management relationship. Locally our U.A.W. and management teams have recognized the need for such a program and allowed the "MTP" to be established outside the normal collective bargaining arena, therefore providing for political immunity.

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In conjunction with "MTP" and in an effort to bolster our apprentice recruitment efforts, an in-house training program was designed to provide our current employes with the necessary skills to meet apprenticeship requirements. This program included the same principle curriculum as the "MTP". We provided 606 employees with approximately 79,496 hours of remedial training in 1991. This links the "MTP" to our apprenticeship program by providing us with a list of qualified in-plant applicants as well as a list of interested and qualified minority and female candidates for our out-plant list. Without the combination of the two, our UAW/GM apprenticeship program would effectively become nonexistent. We are confident the work experience provided to "MTP" students will develop the necessary employability skills to become competent skilled trades workers and the program will generate sufficient numbers to meet our hiring goals of the future.

We would like to thank you for the opportunity to present our views and wish to extend an invitation for you to visit our program at your convenience. Beginning September 1992, we will have fifty students participating in our program. Our curriculum is designed in a manner that can be used by any manufacturing organization. We are willing to share our program, as well as participate with other organizations, in development of programs to promote school-to-work linkages.

In closing we encourage your consideration and support of additional programs and resources which foster development and implementation of school-to-work programs which prepare students for workplace technologies.

Chairman PERKINS. Thank you, Mr. Morrish. We will turn to the other side of the coin here for this particular program and ask Mr. Gerald Butler for his comments.

Mr. BUTLER. Thank you, Mr. Chairman and members of the committee. I think in the interest of brevity and the spirit of jointness, Bob pretty well summed up what our program is.

Chairman PERKINS. We believe in brevity here. There is no problem there.

Mr. BUTLER. Mr. Morrish has explained the program very well, and we will let that stand.

[The prepared statement of Gerald Butler follows:]

STATEMENT OF GERALD BUTLER, PLANT PERSONNEL DIRECTOR, FLINT METAL FABRICATING, NORTH AMERICAN TRUCK PLATFORMS

I am Gerald Butler, Plant Personnel Director for General Motors Flint Metal Fabricating Plant, formerly operated by the Truck and Bus Group, now called North American Truck Platforms. Our facility, located in Flint, Michigan, employs approximately 3,600 hourly and salaried employees. Our hourly employees are represented by the United Auto Workers union. We produce sheet metal parts and engine cradles for 24 GM assembly plants in North America.

I appreciate the opportunity to provide you with comments on the Flint Metal Fabricating "Manufacturing Technology Partnership." The Partnership is designed to assist high school students seeking careers in the skilled trades. It was developed by our facility (the Flint Metal Fabricating plant), United Auto Workers' Local 659, Beecher High School, GASC Technology Center, Baker College, and Mott Community College.

The primary objectives of the Partnership are:

1. To give students the educational opportunities necessary to prepare for careers as skilled trades journeypersons, and

2.To provide the support services that are essential for students to successfully complete the program.

The Partnership will provide technical workplace opportunities that help high school students:

1. Develop the necessary skills and knowledge in applied academics,
2. Obtain vocational training related to the automobile industry,
3. Meet graduation requirements and receive a high school diploma, and
4. Become qualified to enter a skilled trades program or a community college Associate's degree program.

As part of the program, our plant and UAW Local 659 will provide student participants in the program with part-time and summer employment, hands-on experience, financial aid for college, an introduction to skilled trades, work with skilled trades mentors, and apprenticeship test preparation. The Partnership schools offer various activities and support services to program participants, such as academic instruction and vocational training, tutoring, apprenticeship test preparation, student support, supervised group activities, transportation, social events, and field trips. The college partners will assist program participants with various support services including mentors, financial aid for a 2-year Associate's degree, and tutoring.

Students in the program must also meet specified requirements. They must be 16 years old or more, maintain a 1.9 grade point average and good attendance, follow the required curricula, work 2 hours each day after school and 24 hours a week during the summer, participate in the mentor program in the GM plant, be "drug-free," and follow the plant and school health and safety code and dress requirements. They are also required to take the apprenticeship test and required college courses.

The Partnership resulted from joint efforts and cooperation of the UAW and GM, from the local plant level through national headquarters level. Cooperative work between union and management from the conception of the program to the present is one of the primary reasons for the Partnership's successful development.

In the fall of 1990, while evaluating retirement forecasts, we recognized that the plant would need new skilled trades employees to replace journeypeople expected to retire within the decade. We were concerned with the pool of potential candidates inside and outside the plant who were interested in and qualified for the skilled trades.

Initially, my predecessor in plant personnel and his UAW colleagues reviewed the issue with the plant manager and with the Chairman of the Shop Committee (the senior UAW representatives at the plant). Jointly, the top plant staff personnel and top UAW representatives from the Local Joint Skilled Trades Apprentice Committee agreed to develop initiatives to address the issue. Those recommendations were reviewed with William C. Brooks, Truck and Bus Group Director of Personnel and former Assistant Secretary of Labor for the Employment Standards Administration. Within days, the plant and local UAW representatives had signed an agreement to proceed with the development of an "industrial cooperative" program.

In order to proceed, we needed to address issues associated with the national collective bargaining agreement. Again, jointly the GM North American Truck Platforms management and the regional UAW representatives resolved issues associated with recruitment, hiring, seniority, and unrepresented employee participants.

Coincidentally, at the local level, we initiated discussions with the community academic partners to define and clarify roles and responsibilities. The UAW/GM Human Resource Center regional office in Flint agreed to fund five teacher positions for the summer of 1991. Working with Local Joint Training Committee, primarily with the UAW skilled trades representative, the teacher program developers reviewed other apprenticeship, mentoring, and school-to-work programs. Many of the concepts and models which they reviewed resulted in the Manufacturing Technology Partnership.

The final step in developing the program involved gaining the confidence of parents and recruiting students. The academic participants hosted a meeting for interested students and their parents in November 1991. In addition, the Partnership coordinators conducted meetings to explain the program to high school students.

In March 1992, 50 students were selected from Beecher High School and other member schools of the GASC Technology Center. Their average grade point is 3.0 and out of our selection matrix or a potential 100 points, each student accumulated 96 points or better.

In the process of developing the Partnership, we resolved several potential obstacles. First, joint cooperative efforts between GM and the UAW at the local, regional, and national level permitted us to assess the future needs and develop what we believe is a successful program. Second, working at the local, regional, and national level, we were able to address potential limitations with the national collective bargaining agreement. Third, open communication permitted us to overcome stereotyped perceptions among manufacturing and academic participants early in the development of the program. Fourth, we have worked to involve parents and students in the program with all of the partners.

We believe that linking academic and vocational curricula and workplace experience should provide significant opportunities for the high school students over an extended period of time. The daily vocation training in the program will help the students develop the basic motor skills required of skilled tradespeople. During their in-plant work, the students' work with highly trained skilled trades mentors will help them develop a strong bond that leads to improved understanding of the requirements of skilled workers. We expect that the students will have the desire and ability to meet the requirements of becoming skilled trades workers after 2 years in the program.

I think Dr. Ira A. Rutherford, Superintendent of Beecher High School, best summarized the essence of the program and the total community commitment. He quoted an African proverb in his comments to the students, their parents, and academic participants in a recent dinner: "It takes the whole village to raise a child."

I would be pleased to answer your questions.

Chairman PERKINS. Thank you very much, Mr. Butler. Then we will turn to Mr. Bob Ryan, who is the President of CWA Local 3105 in Gainesville, Florida.

Mr. RYAN. Thank you, Mr. Chairman and members of the committee. I do not think Judy will pass the buck when I finish my presentation.

Local 3105 of the Communications Workers of America appreciates your efforts to improve the employment opportunities for the people of this country. We also thank you for this chance to tell you what we and others are doing to improve employment opportunities for the young people in the Gainesville area. CWA Local 3105 has always worked with our schools for some time but mostly

on projects that did not focus on academics, for example, building school playgrounds.

Over the past few years, thanks to our local education chair, Paul Otradovec, we have become involved in the real meat of education. We have helped young people learn what it takes to earn a living. Mr. Otradovec saw that while we were involved in worthwhile projects with schools, there was a gap we could fill. We weren't really doing anything about our country's high dropout rate. We were not working to help those children from broken homes or from those families that just did not have enough money to make ends meet, even for the basics—kids whom educators and social workers would call "at risk."

This led to our efforts in the BOSS program, which is Business as On-Site Schools, a cooperative effort with Southern Bell and the Alachua County School Board. In this program, youngsters who are likely dropouts come to work at one of our Southern Bell facilities for 20 hours a week under the direction of a mentor. They are paid, and they take on responsibilities. We move them through a number of jobs so they learn what work is like. In the process, they learn why math, English, spelling, and science are not only more relevant than they might have seemed in the classroom, but they are absolutely essential for anyone who wants to make a good living today.

I cannot stress enough what a cooperative effort this has been. It has been labor, management, and the public sector, the schools, working hand-in-hand. Not one of us could have done it alone, but together we are making a real difference to the kids in Gainesville.

This is how it really came about. After Mr. Otradovec pointed out the education gap in the community, the Local 3105 president at the time allowed him to ask the members and the company if they would be interested in a program to help young people who appeared likely to drop out. The members of CWA 3105 gave their enthusiastic support.

Why? As parents, our members know how hard it is to find good jobs, even if you have had some breaks in life. It is just hard to imagine what it would be like if you had all those other obstacles in the way. As employees, we have seen firsthand how our work has changed. Years ago, pliers and screwdrivers could take care of a lot of the work that we do for the telephone company, but that is not the case any more. Now, we have to work with computers all the time. We repair computers; we diagnose computer problems; and, with fiber optic cable, we are on the leading edge of today's technology. So we could see something of what these kids were up against. Since we have always been a community-minded union, we wanted to help.

When Mr. Otradovec approached Southern Bell's community relations team, he found that the company was also looking for ways to help them. Then when our local and company people got in touch with the school board, we discovered that the board was developing a program along the line we had in mind. Young people would go to school in the morning, then go to the workplace in the afternoon and work with mentors who would teach students about their jobs. CWA and Southern Bell were definitely interested.

Once the details were put together, the school board identified students who might be candidates for the program. The students and their parents were interviewed. The parents were very supportive. In fact, many of them pleaded that their kids be taken into this program so they could really have a chance.

We asked for employees to volunteer to serve as mentors, and they went through a process of interviewing, too. We got employees who were excited about the idea of lending a hand to a young person.

We have really been pleased with the results. Once the students became familiar with the work and learned the skills they needed, there was no holding them back. They wanted to do more. These kids shows us that with guidance and encouragement, they are more than a match for the work we asked them to do. This has been good, not only for the young people but for the mentors, too. They have become close to the students, more like friends than anything as formal-sounding as a mentor in some program. As the mentors became friends to these youngsters, they gave them advice on everything from how they should dress on the job, how to communicate with the men and women working around them. Best of all, our mentors give these young people someone who will listen to their personal and family problems. All this does something for youngsters that just cannot be done in the classroom.

Just as Southern Bell and CWA share the work and enthusiasm for this program, we also shared the cost. Southern Bell funded the first year. The second year, the CWA Joseph A. Beirne Foundation made a grant which was matched, dollar for dollar, by the State of Florida. The program has spread in the Gainesville community with many other businesses taking part in it.

I would like to thank CWA President Morty Bahr for his enthusiastic support for this program, and I would also like to thank Southern Bell and the Alachua County School Board and this committee. We think this is an excellent program, one that could be used in many communities. The CWA has learned from it, so has Southern Bell, and so has our school system. We have helped some kids learn the skills they need to find real employment opportunities, and I think that is the bottom line of why we developed the program. Thank you.

[The prepared statement of Bob Ryan follows:]

STATEMENT OF BOB RYAN, PRESIDENT, COMMUNICATIONS WORKERS OF AMERICA, LOCAL 3105, GAINESVILLE, FLORIDA

Thank you, Mr. Chairman, and members of the committee.

Local 3105 of the Communications Workers of America appreciates your efforts to improve employment opportunities for the people of this country. We also thank you for this chance to tell you what we and others are doing to improve employment opportunities for young people in the Gainesville area.

CWA Local 3105 has worked with our schools for some time, but mostly on projects that didn't focus on academics, for example, building playgrounds at schools. Over the past few years, though, thanks to our local education chair, Paul Otradovec, we have become involved in the real meat of education; we have helped young people learn what it takes to earn a living.

Mr. Otradovec saw that while we were involved in worthwhile projects with the schools, there was a gap we could fill. We weren't doing anything about our country's high drop-out rate. We weren't working to help children from broken homes or those whose families just didn't have enough money to make ends meet, even for the basics, kids who educators and social workers would call "at risk."

This led to our efforts in the BOSS program—Business as On-Site Schools, a cooperative effort with Southern Bell and the Alachua County School Board. In this program, youngsters who are likely drop-outs come to work at one of our Southern Bell facilities for 20 hours a week under the direction of a "mentor." They are paid. They take on responsibility.

We move them through a number of jobs so they can learn what the work is like. In the process they learn why Math, English, Spelling, and Science are not only a lot more relevant than they might have seemed in the classroom, but that they are absolutely essential for anyone who wants to make a good living today.

I cannot stress enough what a cooperative effort this has been. It has been labor, management and the public sector—the schools—working hand-in-hand. Not one of us could have done it alone; together, we're making a real difference to kids in Gainesville.

Here is how it came about.

After Mr. Otradovec pointed out the education gap in the community, the Local 3105 President at the time allowed him to ask the members and the company if they would be interested in a program to help young people who appeared likely to drop out. The members of CWA 3105 gave their enthusiastic support.

As parents, our members know how hard it is to find good jobs even if you have had some breaks in life. It is hard to imagine what it would be like if you had all these other obstacles in the way.

As employees, we have seen firsthand how work has changed. Years ago, pliers and screwdrivers could take care of a lot of the work we did for the telephone company. That's not the case anymore. Now, we have to work with computers all the time; we repair computers; we diagnose computer problems; with fiber optic cable, we work with today's leading-edge technology.

So we could see something of what these kids are up against. And since we have always been a community-minded union, we wanted to help.

When Mr. Otradovec approached Southern Bell's community relations team, he found out that the company was also looking for ways to help them.

Then, when our local and company people got in touch with the school board, we discovered that the board was developing a program along the line we had in mind. Young people would go to school in the morning then go to the workplace in the afternoon and work with mentors who would teach the students about their jobs.

The CWA and Southern Bell were definitely interested.

Once the details were put together, the school board identified students who might be candidates for the program. The students and their parents were interviewed. The parents were very supportive. In fact, many of them pleaded that their kids be taken into the program so they would have a real chance.

We asked for employees to volunteer to serve as mentors. They, too, were interviewed. We got employees who were excited about the idea of lending a hand to a young person.

We have really been pleased with the results. Once the students became familiar with the work, and learned the skills they needed, there was no holding them back. They wanted to do more; they were always asking the mentor for more work. These kids showed us that with guidance and encouragement, they were more than a match for the work we asked them to do.

This has been good not only for the young people, but for the mentors, too. They have become close to the students, more like friends than anything as formal-sounding as a "mentor" in some program.

As the mentors became friends to these youngsters, they gave them advice on everything from how they should dress on the job, to how to communicate with the men and women working around them. Best of all, our mentors gave these young people someone who would listen to their personal and family problems.

All this does something for youngsters that just can't be done in a classroom.

Just as Southern Bell and the CWA shared the work and enthusiasm for this program, we shared the cost. Southern Bell funded the first year; the CWA Joseph A. Beirne Foundation made a grant for the second year that was matched dollar for dollar by a grant from the State of Florida.

The program has spread in the Gainesville community. Many other businesses take part in it.

I would like to thank CWA President Morty Bahr for his enthusiastic support of this program; and I would also like to thank Southern Bell, the Alachua County School Board and this committee.

We think this is an excellent program, one that could be used in many communities. The CWA has learned from it, so has Southern Bell and so has our school

system. We have helped some kids learn the skills they need to find real employment opportunities. I will answer any questions you might have.

Thank you.

Chairman PERKINS. Thank you very much for your insightful comments, Mr. Ryan. Now, we would like to turn to Judy Boles, who is the regional manager of corporate and external affairs, Southern Bell, in Gainesville, Florida.

Ms. BOLES. Thank you, Mr. Chairman and members of the committee. I also join CWA Local 3105 and president Bob Ryan in thanking you for the opportunity to tell you about this cooperative effort for the CWA, Southern Bell, and the schools of Alachua County.

Southern Bell could not ask for better partners. We are united in what we aim to do, and we are getting it done. As you recall from Mr. Ryan's testimony, our program aims to reduce the dropout rate and teach young people the skills they need to make a living. We put potential dropouts to work at one of our Southern Bell facilities or other businesses for 20 hours a week. As he said, a mentor works with them. The students work in a series of jobs and not only learn the skills it takes to do the jobs, but they get a good idea of why schoolwork really matters.

The street talk might be that schoolwork does not count for much in the real world, but the youngsters in our program find out that they need what they are supposed to learn in the classroom to put bread on the table: math, English, science, and the rest. While we have them on the job, school remains a focus. They have to attend classes, and they have to keep their grades up to stay in our program.

To give you a better idea of the kind of youngsters we work with and really tell you what the program can accomplish, I would just like to tell you about one young woman that I am familiar with. She came to us as a high school sophomore. She was shy, she lacked self-confidence in almost everything. She did not know much about dealing with people and the things we take for granted, like general conversation at work and routine business dealings.

Her first day on the job, her mentor saw that she got instructions on how to answer the telephone. To you and me, that might sound simple enough, but this young woman was so overwhelmed and nervous that she actually became sick. Her mentor took her for a walk and found out that she had never had a phone in her home. In this day and time, that might be hard for you and me to imagine. She just did not know the telephone basics, especially the basics for an office where you have to direct calls to a number of people.

So we worked with her on how to talk to the people on the phone and how to find out who the caller needed to talk to and taught her how to transfer the call properly. We talked with her about how to dress and how she might want to wear her hair and makeup. In all of this, in her jobs around the office and in her conversations with the men and women working with her, she began to develop social skills that we expect of anyone who works. She also learned the importance of schoolwork. Before she got into the program, she went to school only off and on. Once she was in the

program, she went regularly. She was on time at school, and she was on time at work.

Today, she is much more outgoing and confident than when she came to us. She is not timid about asking questions or for instructions, and she is not afraid to ask what to do next. She gets the job done, too. She does ask for more work. She handles directions, and she takes constructive criticism well. She has learned to get her own views across to others. We are very pleased with her progress, as you can tell. Remember, she was a potential dropout. She has not dropped out. She is in school. Her chances of getting a decent job have skyrocketed since she got into the program, and she is more positive about herself and her future. In fact, she is going to graduate 6 months ahead of her class.

This is what we are trying to do for all the kids. One other important bit of assistance we give them, other than the testing—they do not get tested with us—they actually go through most of the steps of applying for a job. That gives them some experience in what they will face when they might be looking for a job. After they have been through the program, they can apply with us, just like they can anyone else. We do not automatically hire them.

In the case of CWA Local 3105 and Southern Bell, we began this pilot program with two students a year to be paid with money we provided in grants to the school board. Our employees are enthusiastic about it, and we have some outstanding mentors who will tell you that the kids have really been an inspiration to them and that the experience has been very rewarding.

For its part, the school system has put together the Vocationally Integrated Program, which became our Business as On-Site Schools program. The school board also helped train our mentors to reinforce the value of academic study along with on-the-job training and assigned special school coordinators for each student.

We have been impressed with the students that we have worked with. They really do want to learn the skills the job takes, and they really do learn fast. Somehow, this program seems to motivate them, it excites them, and it makes them effective learners.

We could not do the same things by taking our mentors into the schools. As a practical matter, we could not afford to do that. If we could afford it, our experience tells us that it would not be a really effective way. The workplace gets through to kids in ways the classroom alone cannot do. When they see the numbers that they have to deal with on the job, the problems that come up day to day, how important it is to think clearly and communicate clearly, when they see these things, then school begins to look different. It begins to make a genuine difference in their lives. We have also had other businesses take on student workers in the same way. It is working out as well for them as it is for us.

I again want to thank Bob Ryan and CWA for their support of our program and these youngsters. As you know, the CWA is a necessary part of this successful formula, so is the Alachua County School Board, and so are the kids who are willing to take the initiative. I thank them so much for giving us the chance to work with them. I thank them for all the hard work they are doing, and I hope a lot more youngsters across America get this same kind of opportunity to make a real difference in their lives. Thank you for

what you are doing, and thank you for letting us tell you a little bit about our Business as On-Site Schools. We appreciate it.

[Additional material supplied by Ms. Boles is on file with the subcommittee.]

[The prepared statement of Judy Boles follows:]

STATEMENT OF JUDY BOLES, REGIONAL MANAGER, CORPORATE AND EXTERNAL AFFAIRS, SOUTHERN BELL, GAINESVILLE, FLORIDA

Mr. Chairman and members of the committee, my name is Judy Boles. I am regional manager for corporate and external affairs for Southern Bell in Gainesville, Florida. Southern Bell is part of BellSouth Telecommunications with headquarters in Atlanta, Georgia, and Birmingham, Alabama. BellSouth Telecommunications provides unified direction and support for the local telecommunications operations of BellSouth in the southeastern United States.

BellSouth Telecommunications does business as Southern Bell in North Carolina, South Carolina, Georgia, and Florida and as South Central Bell in Kentucky, Tennessee, Alabama, Mississippi, and Louisiana. These companies serve more than 18 million local telephone lines and provide local exchange and intraLATA long distance service over one of the most modern telecommunications networks in the world.

I join with CWA Local 3105 President Bob Ryan in thanking you for the opportunity to tell you about this cooperative effort of the CWA, Southern Bell and the schools of Alachua County. It took all of us to make this program work for the benefit of youngsters in our area, and as Bob told you this morning, we have worked together. We could not have asked for better partners. We are united in what we aim to do and we are getting it done.

As you recall from Bob's testimony, our program aims to reduce the drop-out rate and teach young people the skills they need to make a living. We put potential dropouts to work at one of our Southern Bell facilities or other businesses for 20 hours a week. A mentor works with them. The students work in a series of jobs and not only learn the skills it takes to do these jobs, but they get a good idea of why school work really matters.

The street talk might be that school work doesn't count for much in the "real world." But youngsters in our program find out that in the real world, they need what they are supposed to learn in the classroom in order to put bread on the table—Math, English, Science and the rest. While we have them on the job, school remains a focus. They have to attend classes and keep their grades up to stay in the program.

To give you a better idea of the kinds of youngsters we work with and what the program can accomplish, let me tell you about one young woman I am familiar with.

When she came to us as a high school sophomore, she was shy, lacked self-confidence in almost everything and didn't know much about dealing with people in the things we take for granted, general conversation at work, for instance, and routine business dealings. The first day on the job her mentor saw that she got instructions on how to answer the telephone. To you and me, that might sound simple enough. But this young woman was so overwhelmed and nervous that she actually became sick.

Her mentor took her for a walk and found that she had never had a phone in her home. In this day and time that is hard for me to imagine. But she simply did not know the telephone basics, especially the basics for an office where you have to direct calls to a number of people and occasionally have to put someone on hold when another call comes in. All these things that are a routine part of daily life in every office were just beyond her at that time.

We worked with her on how to talk with people on the phone, how to find out who the caller needed to talk to, and taught her how to transfer the call properly. We talked with her about how to dress, how she might want to wear her hair and make-up. In all this, in her jobs around the office, in her conversations with the men and women working around her, she began to develop the basic social skills we expect of anyone who works.

She learned the importance of her school work. Before she got in the program, she went to school only off and on. Once she was in the program, she went regularly. She was on time there; she was on time at work.

Today, she is much more outgoing and confident than when she came to us. She is not timid about asking for instructions or asking what she should do next. And she

is aggressive about asking for more work. She handles directions and constructive criticism well, and she has learned to get her own views across, to talk effectively with others in the office.

We are very pleased with her progress. Remember, she was a potential drop-out. She has not dropped out. She is in school. Her chances of getting a decent job have absolutely skyrocketed since she got in the program. She is more positive about herself and her future.

That is what we are trying to do for all these kids.

One other important bit of assistance we give them is that, other than the testing, they actually go through most of the steps of applying for a job with us. This gives them some experience in what they will face when they might be looking for a job.

In the case of CWA Local 3105 and Southern Bell, we began a pilot program with two students a year to be paid with money we provided in grants to the school board. Our employees were enthusiastic about it; we have some outstanding mentors who will tell you the kids have been an inspiration to them, and that the experience has been a rewarding one.

For its part, the school system put together the Vocationally Integrated Program, which became our Business as On-Site Schools Program. The school board also trained our mentors to reinforce the value of academic study along with on-the-job training, and assigned special school coordinators for each student.

We have been impressed with the students we worked with. They really want to learn the skills the job takes; they learn fast. Somehow, this program motivates them, it excites, it makes them effective learners.

We do not believe we could do the same thing by taking our mentors into schools. As a practical matter, we could not afford to do that. But if we could afford it, our experience tells us it wouldn't be effective that way. The workplace gets through to kids in ways the classroom alone cannot; when they see the numbers they have to deal with on the job, the problems that come up day-to-day, how important it is to be able to think and communicate clearly—when they see these things, then school work begins to look like work that makes a genuine difference in how you're going to be able to live your life.

Other businesses have begun taking on student-workers in this way. It is working out as well for them as it is for us.

I again want to thank Bob Ryan and the CWA for their support of this program and these youngsters. The CWA is a necessary part of this successful formula. So is the Alachua County School Board. And so are the kids who are willing to take the initiative.

I thank them so much for giving us this chance to work with them; I thank them for all the hard work they're doing. And I hope a lot more youngsters across America get this same kind of opportunity to make a real difference in their lives.

Thank you for what you are doing. Thank you for letting us tell you a little of the story of Business as On-Site Schools. I will now answer any questions you might have.

Chairman PERKINS. Thank you very much for your testimony and your words of education to all of us today, Ms. Boles.

At this time, I would like to turn to our member from Massachusetts, a distinguished gentleman who has been involved in education a good deal of his life and my good friend, Mr. John Olver. John, do you have any questions for the panel today?

Mr. OLVER. Thank you, Mr. Chairman. I have just a couple of things to raise here. Who exactly is paying for the programs in the two cases? It is a combination of moneys coming in? In the case of the UAW program at GM, that one has not actually gotten up and running, but it sounds as if it is going to be. What will it be? $60 per week, per person, for 60 people: Exactly who is paying for the program?

Mr. BUTLER. Basically, the plant budget is handling that. We are looking at in-kind expenses and salaries for the youngsters. As Mr. Morrish mentioned, at $6.25 an hour, it would be about $700,000 over 4 years. Ideally, we would like to offset that cost against possible grants and community kinds of opportunities that are available

out there. I will say, although that sounds expensive, it is better than ignorance, and we tried that for 20 years.

Mr. OLVER. What is your dropout rate in the Beecher school in Flint?

Mr. BUTLER. I do not have that information available.

Mr. OLVER. Is it perceived to be high?

Mr. BUTLER. Yes.

Mr. OLVER. This is one of the public high schools in the city?

Mr. MORRISH. Beecher is a public high school in the city, but it is a relatively small district. It is located just outside the city limits of Flint proper. It is a relatively small school district. I am not really sure of the population, but it is more or less of a socially depressed area with a high dropout rate. There is a high poverty rate in the area. That was some of the reasoning that we selected that school. It was based on the fact that a number of the students that we were really looking at were students that probably would never have an opportunity to have a shot at a reasonable paying job and possibly never have an opportunity to go to college.

Mr. OLVER. My reason for asking that is, what number of kids have already been lost before you get to the juniors that you are starting with? As important as this program may be, what can we do, if you have any sense of it, to even get down earlier in business partnerships in a school system like this?

Mr. MORRISH. There are a number of programs that are functioning in our local area that are joint programs of the UAW and General Motors, through the UAW-GM Human Resource Center. One is called Project Aware. It is a speaker's group of employees from throughout General Motors, in different facets of the organization, who go around to schools and talk to different groups of students in varying stages of their education. So they start to prepare them in the sixth, seventh, and eighth grade. They start talking to different groups about some of the opportunities that are still in existence within General Motors and some of the things that they need to start focusing on in the sixth, seventh and ninth grade to get there.

Mr. OLVER. But there is no guarantee of a job in this program, not planned at least. In this program, starting the first class will be this fall; is that right?

Mr. BUTLER. Yes. There are no guarantees, but then who does have a guarantee.

Mr. OLVER. That is true. There are lots of people who are already in jobs that do not have any guarantees either.

What about the CWA group with Southern Bell? Your program has been operating for how long?

Ms. BOLES. Since January 1990. That is when we started our program.

Mr. OLVER. So you have had a year and a half or so of programming?

Ms. BOLES. Right.

Mr. OLVER. So you have a history with this. Along the lines of the question of dropout rates, have you been able to assess whether this is really getting at the dropouts? The one example that you give certainly is very promising?

Ms. BOLES. That is really just one example. I could tell you about 15 probably. We have had 15 people involved in the BOSS program

since January 1990. Not all of them were just with Southern Bell because of some grant funding. As he said, Southern Bell took the bill for the first year in a grant form. CWA picked up funding, and we were able to get matching State grants. That allowed us to expand to some other businesses, other than just Southern Bell. We started the program with just two students, but we have had 15 students involved in the BOSS program since January 1990. Quite frankly, we have only had one person drop from our program, but she is still in school. One of the things is, she got married and was not able to work the hours and things like that. She is still in school. We have not lost any out of school right now.

We had parents who begged us. When we interviewed the parents of our first two students for the pilot program to find out—This is an alternative type school where they do not normally fit into the regular school. It's a pregnant teens school, and it's for potential at-risk, when they do not fit into the normal school system. Parents quite frankly said, "If you don't help us, we don't know what else to do. We are at the end of our rope, trying to keep our kids interested in school." We were able to do that.

Mr. OLVER. Is there anything specifically tailored about the actual school program for those who are in this work transition program? Are they in the regular educational program in the school while doing the extra time with you?

Ms. BOLES. Yes, it is. They have a self-paced study. They do get the basics of math, English, the sciences, and things, but also we can work with the teacher to tailor make an English or writing assignment for the work assignment. So they could actually be doing some research for work and have that count as a school paper. So we do work in conjunction with the teacher.

Mr. OLVER. Is there tailoring also in the UAW program of the educational piece to meet the work piece?

Mr. BUTLER. Absolutely. In fact, that is probably the single thing that employers and businesses can be encouraged to get involved with the school system. In the debate, the spirited conversations, that we had in developing our partnership, one of the things that concerned us as a business community is what the focus of the educational process was. I do not know that this answer has been clearly articulated in the educational community. Who is the customer: the student, business, the employer who is looking for students with employability skills?

We believe it is in our view. We think that the end of whatever the educational process is, we ought to be producing a young man or woman who can come into the workplace and begin to contribute.

Mr. OLVER. That presumes that what you would do, since you are not guaranteeing the job, that what would be the tailoring of the educational pattern for use by GM would be very close to, if not typical of, what would be needed in a lot of other workplaces.

Mr. BUTLER. Again, there is a give-and-take to that. Certainly it is not a process where we would want to say, "Give us a student that only General Motors can use, or let us dictate to you what the educational process is." We are not talking about students who are employees in the partnership that we developed here. We are talking about our children. Once you take the position that these are

our children we are talking about, the decibel level gets lowered considerably as to what the partners are willing to listen to, in terms of input to develop curriculum and workplace activities for these young men and women.

Mr. OLVER. Thank you, Mr. Chairman.

Mr. RYAN. Mr. Olver, I would like to make a comment. This alternative school we have in Alachua County is really our largest high school, although it is not recognized as such. There are some positive things that have spilled over from our students that have been involved in the program.

One student went back and reorganized the school stores. For the first time, it made a profit in running the store. Another student put together a yearbook for the school, the first time it had ever been done. Also, one of the students was involved in planning a prom for the school as well. So it has not only been focused on obtaining skills for jobs. It has also done a lot for their social activities. We are talking about low-income students whose lives may be in projects or hanging around the corners. This is another positive step that we feel is not focused so much on education; it is really developing their personalities and taking charge in their environment around them.

The funding portion of it has been totally private, between Southern Bell and CWA. With these moneys and the grant from the State of Florida, we are funding the entire program in Alachua County right now with just these grants. We hope to be able to get some more grants from Bell South Communications and also through CWA and, if possible, through the Beirne Memorial Foundation, which in the past only focused on college education for the members. This is the first time we have taken it, I believe, a step further. They are very thrilled and we are very thrilled that we can use this money for other students, not necessarily members of the CWA family.

Mr. OLVER. How many total students have come through in that year and a half in your program?

Ms. BOLES. We have had about eight that have come through in our program. Out of those eight, only one has not completed the program but is still in school.

Mr. RYAN. There are 15 total.

Ms. BOLES. There are 15 total. That means we have put them in other businesses.

Mr. RYAN. If we had more money, we would be able to have more students. With limited funding, just starting, this has been our limitation. We have a dropout rate in Alachua County of somewhere in the neighborhood of 39 percent.

Mr. OLVER. Really?

Mr. RYAN. We have a lot of rural poverty, and this has a great effect on the schools.

Mr. OLVER. This is Gainesville. This is the capital of Florida?

Ms. BOLES. No, sir. Tallahassee is the capital.

Mr. RYAN. We are the home of the University of Florida Gators.

Chairman PERKINS. That's the capital to you, isn't it?

Mr. OLVER. Sorry. It's terrible. Thank you.

Chairman PERKINS. Well, you were a chemistry professor anyway.

Mr. MORRISH. Mr. Chairman, could I have one more comment about the curriculum itself. As it relates to our program, the Manufacturing and Technology Partnership, the academic curriculum that the students will be studying at the school is linked to the vocational training that they would get at the skills center. At the same time, when they come into our plant in the afternoon, we will be giving them practical application of the things that they actually learned at the same time in the school and in the vocational center.

So our learning is in three phases: the academic piece, the vocational piece, and then how it actually relates to the business organization when they get into the plant. We will have our in-plant training programs that are tied directly to the vocational training they are receiving in the schools, and it will show practical application in the industry of what they are actually learning in school on a continuing basis.

Chairman PERKINS. Thank you very much for your questions, Mr. Olver. I have a few questions I would like to ask to both groups. How did you handle the question of increased insurance and workers' compensation costs that come with bringing minors onto the job site?

Ms. BOLES. That is why the school board was such an integral part of this. We were able to give them the grants, which they were able to take and assume the liability insurance. They actually paid the students the stipend. So the paycheck actually comes from the Alachua County School Board.

Chairman PERKINS. What kind of stipend, out of curiosity, do you pay them?

Ms. BOLES. I think it is around $3.25 an hour. There is a built-in raise for them as they progress through the program.

Chairman PERKINS. So there is an increased pay scale as they continue to go through the program, an incentive sort of thing?

Ms. BOLES. Right.

Chairman PERKINS. How do you handle transportation?

Ms. BOLES. We did not provide transportation for them. There is a really good public transportation system. The teachers were able to work that out. Either they were able to get rides with their parents, or they had some public transportation. They did not even use the school bus. It was public transportation or private transportation.

Chairman PERKINS. What sort of formula did you use to avoid the workmen's compensation insurance problems?

Mr. BUTLER. Because General Motors is a self-insured company, that really did not present the same problems it might to smaller companies or other kinds of companies. We just absorbed that with taking the student on. Incidentally, across General Motors and in my own plant, we do use coop students, so that was not a big leap for us. It did not present any obstacle that we otherwise would have had.

I would not, as far as the transportation issue, say that the schools are absolutely responsible for transporting students to the worksite during the school year. Because we will be employing these youngsters 24 hours a week during the summer months, they will also do that as part of their partnership commitment.

Chairman PERKINS. When we talk about the fact that there are no jobs guaranteed at the completion of this program, it is well known that there have been tremendous cutbacks in the automobile industry, as far as the number of workers that are being employed. What sort of incentives or expectations are given to the students that they are going to have a job or a reasonable chance at a job at the completion of this program versus a dislocated worker who would go through this same in-house type program?

Mr. BUTLER. Again to speak from a General Motors perspective, when we talk about dislocated workers or laid-off workers, we have provisions in the national agreement that apply. Inasmuch as we are talking about skilled trades, there is a greater flexibility there, in terms of bringing on apprentices, even with folks that are laid off. Interestingly enough, when you have tradesmen laid off in various parts of the country, because they have a skill and because the national agreement allows them to turn down opportunities for transfer to other cities and other parts of the country, more often than not many tradesmen elect not to take those transfers. The needs are still with us.

The educational system and what we have attempted to do in Flint, Michigan, is to assure that there is a pool of qualified candidates that we can draw on, irrespective of what the economic climate may be. There will always be job opportunities at General Motors; we believe that. We see that with our white collar force. That has not stopped our recruitment efforts to bring on technically-oriented and qualified individuals, and there is no reason to see that it would not continue in the hourly workforce, particularly when we are talking about skilled trades.

Chairman PERKINS. I think that is a very good answer. What do you all have to comment on that?

Mr. RYAN. As technology improves, we also have seen losses of jobs in the telecommunications business as well. I think the most important underlying idea for these students, particularly when they first started at Southern Bell, they may not necessarily be guaranteed the job with Southern Bell. However, we have plenty of opportunities in the community for employment. However, they require skills. We have a lot of secretarial opportunities. We have the University of Florida, the medical schools, the education school and whatnot. These students, if they have the skills, will be able to get a job. It will not be a job like working for a lawn company or working in a grocery store, if they really want to do something.

We are also lucky that we have a community college that offers a vocational program. If the students graduate and they already have these basic skills, they could integrate into the vocational schools. If they do have an interest in some sort of business, such as if they want to get into medical or if they want to get into education or any other field that we may have in Gainesville, they have a solid background now that they can go through the vocational school and they will be ready to be employed. The employers in the community look upon our community college system to be providers of candidates for good employment.

Chairman PERKINS. It sounds like you have a dropout prevention program that is very effective that you are utilizing.

Mr. RYAN. They do have DCT programs in Alachua County, but that is aimed at students that are A students. They are not going to drop out; there is no risk. What we are looking at is that segment that is not in that range. They still go to school, just like a DCT student, but they have obstacles that they face. What we are trying to do is, we are trying to make it so that the obstacles are not like a brick wall. They will have the same opportunity as their fellow students. Although they may be in this alternative school, they still have the same opportunity to learn skills for permanent employment, not just a semi-skilled job as a laborer.

Ms. BOLES. We felt very strongly that these students would not be able to get a good paying job because of their low self-esteem, because of their lack of self confidence, and their lack of education. We addressed these problems. We have not guaranteed them a job either, but we have had some success in getting permanent jobs. We have had two students that have been guaranteed permanent jobs for other businesses, and we have also had one now that is going on to junior college when she graduates. She has an academic scholarship, and she started out with something like a one point something grade average in the 10th grade. She can now qualify for an academic scholarship at the junior college. Without this program to help them build their self confidence and being able to know that if they get a good education and they continue to work, they do have a chance at a better paying job, then we do not feel that they would have stayed in school and graduated and go on and be a productive member of society.

Chairman PERKINS. You have been running the program since 1990. What sort of problems have you experienced with the program during that time?

Mr. RYAN. I will be quite honest. Because it is a labor and management situation, we have had some individuals who really did not like the idea of a student coming in, under their perception that they might take their job away. Other than that, on the labor side, that has been the only problem.

Chairman PERKINS. There has been some tension between the students and employees?

Mr. RYAN. They did not really take it out on the students themselves. They supported the program in all of its worthiness. They felt that maybe the company could take advantage of the downsizing that telecommunications has been going through and eliminate a full-time worker and replace them with these part-time students. That has not been the case. We are still working on those situations. It is going to take some cooperation between our international CWA and management to overcome these minor ruffles. By and large, 95 percent of our members have accepted these students and are working with them day-to-day. So that has been really the only problem I have had on my side. Judy can address some situations.

Ms. BOLES. Actually, that is the only problem we have had in the whole program, and it has been so minor that we do not really consider it a problem. It was just a kind of challenge that Bob and I had to work on and address. Like he said, there have been just a few isolated employees in our particular area that may not want to change. But we have not had any problems with the mentors and the student relationships at all. We have been quite pleased. I

might add that most of our mentors are our non-management employees, and we also have a management mentor that works with the team and helps evaluate the students.

These students were treated just like employees. If they got into problems with their attendance, they were disciplined just like an employee would be. If they were not progressing on the job, they were treated just like an employee would be. So we were able to change some attendance and productivity habits that they might have picked up somewhere else and changed those into productive habits.

Mr. RYAN. I might say, we are not able to represent them yet, but we are still working on that.

Chairman PERKINS. Since we are talking about collective bargaining issues, was the loss of production time by workers instructing students a difficult issue for GM and the UAW to resolve?

Mr. BUTLER. It will be significant for us once the program is up and running. In 1991, for our remedial training for 606 employees out of approximately 3,600 hourly employees, our plant spent $1.2 million. Clearly, it is our intent to be more proactive with how we educate these folks who are, hopefully, coming into the plant and we will offset the costs down the road. This is not a short-term program. We are in it for the long haul.

One of the issues for employers is, when you are talking about a mentorship program, you are taking the best. It is not just a question of the lost hours of the tradesperson that we would have working on other assignments in the plant. We are also taking our best employees. We have been very gratified and edified with the numbers of mentors that are stepping forward, folks who are parents basically saying, "For my children and my grandchildren, I want to leave something behind." It has been a remarkable experience, the kinds of folks that have asked to be involved in the program.

Mr. MORRISH. The training aspect of that, that is not uncommon in the General Motors and UAW organizations, to use hourly rated skilled tradespeople to be instructors. That is pretty commonplace. We have approximately 15 to 20 instructors in our facility that we use on an as-needed basis to train other individuals. That is something that we do on a normal day-to-day operation.

Mr. RYAN. We have not had any problems with lost production because generally if a mentored student is outside, he works side by side with the outside technician. On the inside, once the student has received the skills to operate the job, then the mentor backs away and the student does their assigned function. The mentor is there if there are any problems. By and large, what we are giving the students is independence, as well as learning the skills. Nobody is looking over their shoulder. We think that is very positive in the program as well. It is something that we do not have to stand back and watch them. Believe me, we have some individuals, like the one Judy discussed earlier, who are very independent. She could be left in the office by herself, and we would not have any concerns about any situation that might arise with her in the workforce. That has been very positive.

Chairman PERKINS. I realize this is a little bit premature, considering your program has not really begun yet. Yours has been going on awhile. What sort of plans do you all have for the future of

these programs? Are you going to continue to expand, or are you looking at other skilled positions that perhaps they could be trained for? What are the present options?

Mr. BUTLER. In our particular instance, we certainly would hope that the program would expand. We had a very keen interest expressed by General Motors facilities in Saginaw, Michigan, and some of the Flint plants are very much looking at this as a pilot program to see what kind of involvement and support they want to give, both to this program and then going forward.

I would note that the kind of skills that we are talking about here are transferable within the whole auto supplier network. We are hopeful that even if a youngster does not get placed through us, we have a 4-year rope on the student from the time he is a junior in high school until he or she gets an applied science technology degree from a community college. At any time during that period, if the opening presents itself and they are eligible, we can pull them into our workforce. Even if that does not come into being, we have given them a significant start on their apprenticeship program, as well as a 2-year degree in applied science, and hopefully they will be able to find employment within an automobile-related sector in our community.

Mr. MORRISH. In relationship to that, our students, from the time that they enter into the program, will start to develop a personal portfolio that they will carry on throughout the program. At some point of time, if they do seek employment with a provider or supplier in the automobile industry or wherever it may be, they will have some documentation that proves firsthand what some of the skills are that they have learned throughout this program. So we think that even if we cannot hire these students at the end of this program, they are going to have the skills to be employed somewhere. We are trying to give them all the tools necessary to do that.

Some of the things that we have experienced out of this, as far as going down the road and expanding, some of the support that we received from our upper management and union, particularly the plant manager, Frank Fallopele, and the chairman of the shop committee, Jim Stevens, now have the basis to go out and talk to other people about what education can do for industry. They have made those kind of comments to us that they used to be talking to educators and they say, "How can we help industry?" and they never really knew how to address that. Today, they know how to address that. They know specifically now what educators can do to help industry.

I think that is a pretty important tool because there are more and more people now talking about that partnership between education and industry and the labor organizations. I think everyone is starting to realize that these kinds of partnerships have to take place in order to remain competitive in the world market and the situation that is out there. So I think that some of the tools we are building into our program, even though we are not going to guarantee them a job, are going to prepare them to enter into a well-paying job somewhere.

Mr. BUTLER. We are really geared toward systemic change in the educational system in the plant. We are not trying to necessarily

target that to the youngster who is going on to college or even the disadvantaged youngster. We want that forgotten middle, youngsters who, for whatever reason, have decided that college is not for them, or at least they have not made a commitment to a college career, and they may want to consider a well-paying job in the private sector with a skilled trade.

Ms. BOLES. Mr. Chairman, may I add that our plans are to expand our program. That depends on funding, and we are going to be seeking funds, hopefully some more grants. Certainly, Southern Bell and CWA want to be involved in that also. In order to expand the program, we will need some further grants.

Chairman PERKINS. You are going to work with at-risk students? That is your continuing goal?

Ms. BOLES. Yes. Until we address the dropout program in our community, we will continue to expand that program and, again, get other businesses involved. We already have some technical and dental labs involved. The police department has a student. So we are expanding already, but we just need funds to be able to pay that student.

Chairman PERKINS. I want to thank you all very much for taking your time to come. I again apologize for the delay we had earlier, but I think your comments have been very elucidating. We have enjoyed having you, and thank you very much.

Our next panel consists of Paul Batkowski, Manager of Labor Relations, Textron Lycoming, Inc., Williamsport, Pennsylvania; Merrill Lambert, President, UAW Local 787, Williamsport, Pennsylvania; and David Squire, Vice President of Product Design and Engineering, In Focus Systems, Portland, Oregon.

We are very pleased to have you gentlemen joining us here today. We will do this left-to-right routine one more time. So we will start out with Mr. Batkowski, who is the manager of labor relations, Textron Lycoming, Inc., Williamsport, Pennsylvania.

STATEMENTS OF PAUL BATKOWSKI, MANAGER OF LABOR RELATIONS, TEXTRON LYCOMING, INC., WILLIAMSPORT, PENNSYLVANIA; MERRILL LAMBERT, PRESIDENT, UAW LOCAL 787, WILLIAMSPORT, PENNSYLVANIA; AND DAVID C. SQUIRE, CHAIRMAN, ROOSEVELT RENAISSANCE 2000 ADVISORY COMMITTEE AND VICE PRESIDENT OF ENGINEERING, IN FOCUS SYSTEMS, INC., PORTLAND, OREGON

Mr. BATKOWSKI. Thank you very much, Mr. Chairman. I would like to talk about the Pennsylvania Youth Apprenticeship Program that we have actively operating now at Textron Lycoming, Williamsport. We are the producers of small reciprocating aircraft engines utilized throughout the world.

Our program originally started with the IMC, that is the Industrial Modernization Center, located in Pennsylvania. It is a member of the Commonwealth Industrial Resource Center Network. That particular organization actually got the program started through the Pennsylvania school systems. With the educators and the IMC, they confirmed the fact that a student could perform in a youth apprenticeship program and graduate from high school with a 3-day in-company work schedule and a 2-day schedule in

school. The program started by Mr. VanDine, the executive director of the IMC, contacting upper management level people at Textron in accomplishing and getting the company to say yes to a Youth Apprenticeship Program. We, in turn, went over an area with the union, we notified them immediately that we were going to participate in a youth apprenticeship program, hoping to solve any relationship problems with them immediately.

Upon the company and the union agreeing to back the Youth Apprenticeship Program, we again contacted the IMC. They came into our establishment and explained the program to both the union and the company, and we continued to be extremely cooperative with them. In turn, the company picked mentors to represent students that we knew we were going to have.

We prepared a 10-segment program for the Youth Apprenticeship Program at our facility at Textron. The program consisted of the metal trades primarily. That is what we do at Textron. It is a large machine shop, and we produce approximately 80 percent of our components to the engine in a small assembly area where we assemble it. We have about 700 employees completely, but it is a large machine shop.

We were looking primarily for the students to become toolmakers, tool designers, precision machinists, and that type of individual. There are 10 different segments that it takes in our facility to develop a program and a student that would fall into those capacities.

The IMC addressed 12 students. In interviewing the 12 students from the IMC in the Youth Apprenticeship Program, we chose 6 of those students. They started the 1992-year school term in our facility, in the beginning 2 days a week. They work an 8-hour shift. They sign in, in the morning; they sign back out in the evening. There are no bells, there are no breaks, other than the breaks that our people get. We feel that is very important to us. The segments are not broken up by school bells or study periods or study halls or anything to that effect.

We also have a direct dealing with the educators who work with the students off-site of the school. They work in the area community college, Penn Tech, which is a subsidiary of Penn State. They go to school off regular site at Penn College of Technology. We work directly with the educators that have them 3 days a week, and we have them 2. If there are technical difficulties in any of the 10 segment areas that we have the students in, we work together with them. If it appears to us that the individual is lacking in math, science, or any type of technology, we contact the educator immediately and he, in turn, relates to the student the problem we are having, and we solve that problem.

We have them in the facility 8 hours a day and work directly with them on a regular basis, both weekly with the students and monthly with the IMC and the Youth Apprenticeship Program. The mentors in the State must evaluate them once a month. The segments of the program in the engineering departments, for instance, would be run by salaried individuals. On the machining floor, where they serve as machine operators and actually have hands-on, they work with the hourly people, the UAW Local 787

personnel. We do not have a problem with that. It has been a very cooperative issue.

The workers are very clearly told that they are to instruct the young lads, the apprentices, and it does take time. It does take them away from the actual worksite. When I say that, the actual hands-on job is turned over to the apprentice. He, in turn, is watched by the hourly person to make sure that he is performing the function exactly the way it should be. There is also, that has to go along with the job, an expression of why I am doing this, why it has to be completed, and why it has to be done right. Remember, we build an aircraft engine; it has to be built properly. So there is an instructional period that actually goes along with the hands-on type definition that we are giving the individual and, as I guess any education is, parts of it are very boring to the individual. It does take time, and it takes the actual laboring person away from his job.

In essence, we have the individual student there with hands on, doing the mechanics of the job and actually forming the product under direct instructions all the time. If he is with a salaried person in the engineering department, for instance, he completely follows the engineer for 8 hours a day. He follows him into meetings and so forth. We do not change any of the characteristics of our plant; none at all. They come in with the laboring people and the hourly people, and they leave with them. We change no characteristics at all.

The students are allowed to participate in all extracurricular activities at their school. As I told you, they do not attend their school. They go to an off-site area community college, but if there are extracurricular activities—baseball, football, basketball, track, the band, or whatever they are interested in—we certainly allot them time to participate in that, leave our facility at a particular time. We are not responsible for them, either on the way or after they leave our facility.

The students have been extremely successful for themselves. We have been recognized by a large number of national magazines, including Forbes which we are in this month. The students came to us in many different aspects. We had some that we feel were B+ students. We had some very clearly that were in the process of quitting school; there is no question about that. Our involvement directly with parents early on in the program proved very clearly to us that they did not expect one of the gentlemen to even finish the program or even finish the first semester of the program with us. I cannot say that he has turned out to be our number one A student, but he is an awfully nice, aggressive kid with a red pony tail who is in the picture in Forbes. So he has done is a real fine job.

Chairman PERKINS. Mr. Batkowski, if I could just interrupt you a minute, I have to go vote. If you will just hold your remaining comments, I will try to make my trip over there as quickly as possible. I will be right back. With that, we are temporarily in recess. Thank you.

[Recess.]

Chairman PERKINS. I apologize for interrupting Mr. Batkowski. If he can remember his train of thought before that interruption, I

would be pleased to have him continue with his very fine statement.

Mr. BATKOWSKI. Thank you, Mr. Chairman. Certainly, I can. We were discussing the success of the program, as far as the student is concerned.

We certainly have seen 100 percent cooperation out of the student, who actually came to us as a poor student. I am talking a D student with a thought of actually quitting, who worked his way to a B+ student at this time. He is very comparable to anyone in the area in the same structured program in the 11th grade. This guy adapts just as well under our atmosphere as he does if he had been in the regular school system. They are very comparable and have been tested to that point.

We directly relate everything to the actual metal trades, his English is related to something that we may all know something about, the actual booklet that we use to be a precision machinist. They could use that book to stress English. The math that we are utilizing are related to metrology, which is the device of measuring, the instrumentation that you use to measure, the decimals that you use to measure. We are talking about measuring things to 20 millionths of an inch. We utilize that type of thing to express what is needed as far as math is concerned. The sciences, certainly we can show the individual that there is room for improvement. He can look to the sciences, at the reasoning why we need improvements and that type of thing.

So the student has been successful. The company as an industrial organization, I would feel that we have taken on some of the responsibilities and certainly the costs. I think industry throughout the country has to absorb some of the costs. We will benefit by it if the individual comes out as a metal trades person. If we are going to benefit somewhat. I think we are going to have to assume some of the costs. Right at the present time, we assume all the costs in our locality. We also pay the kid $3,200 a year or $80 a week for attending our facility the 2 or 3 days. The first part of the program was 2 days a week. The second half of the semester was 3 days a week. So we do pay them.

Attendancewise, we had one student whose normal attendance was about 45 to 50 percent last year as a sophomore in high school. He now attends at about 95 percent at our facility and the school facility. It is certainly complementary to the program.

The salaried people that we have working with the students have handled it professionally and agree with the program. The hourly people on the floor in the workforce have handled it exceptionally well. We have not had a problem down on the floor with the hourly people who work with them on machines, contacting them every day. The young lads have certainly originally walked into our place scared to death. They are very comfortable in the facility right now, enjoy being there, enjoy working with the people, and have grown up in an awful hurry. They know where they want to go right now. We had one who wanted to be a disc jockey; he now wants to be a draftsman on a CAD-CAM system. We have changed his mind in a hurry.

The program is extremely successful, and we would certainly accept any moneys that we could possibly get anywhere for the

education of the individuals because it is a need throughout the country in industry today to compete. There is no question about it. To build a product, we need that type of person. They are not available to us. The educational systems in Pennsylvania today, and I suspect other States, do not promote blue collar working in the metal trades. That is the point we are trying to get across. We have had educators, district administrators, principals, and counselors into our facility and convinced a lot of them in central Pennsylvania that we are doing the right thing. They were amazed at the industrial environment and what it can do for people. We were successful there. We are hoping that the program is successful countrywide. Thank you very much, Mr. Chairman.

[The prepared statement of Paul Batkowski follows:]

WRITTEN TESTIMONY

TEXTRON Lycoming

BY

PAUL D. BATKOWSKI

THE PENNSYLVANIA YOUTH APPRENTICESHIP PROGRAM

CONTENT:

The Pennsylvania Youth Apprenticeship Program built its pedagogical approach on recent research in cognitive science which indicates that, for many young people, situated learning that builds from problem-solving in real situations is more effective in stimulating and challenging young minds than classroom lectures.

PYAP's approach to learning content was also influenced by the growing consensus that employers have begun to demand more flexible, broadly-skilled workers with strong skills in non-technical areas such as problem-solving, communications, teamwork, and abstract analysis. Program content would, therefore, stress these "new basic skills".

As initially--and still--conceived, curriculum development would be perhaps the most original and ambitious element of the whole program. The goal was to create a new, integrated, competency-based model curriculum for a four year program--a curriculum that could be adapted and used by others around the country. Curriculum was developed by an experienced group that included outside curriculum development specialists as well as a team of master teachers and master workers from the Pennsylvania metalworking and education communities. The process began with the definition of competencies that employers and educators would want to see from graduates of a four-year program. Existing applied academic and metalworking curricula from the U.S. and abroad was

reviewed for relevant activities and approaches. The resulting curriculum encompassed the workplace setting, as well as school-based elements--integrating core academic studies, classroom technical instruction, and workplace learning and experiences.

ORGANIZATION AND GOVERNANCE:

It was assumed from the outset that this project would be a statewide effort with multiple sites. In each of the regions involved in the project, and existing local organization was selected to coordinate the design, orientation and implementation of the project at that site. The selection of the local project management organization (LPMO) was done early in the design and development phase through a competitive process emphasizing capability, management experience and capability, legitimacy in the community, experience coordinating multi-sector and multi-interest projects, and special familiarity with education and training issues. Criteria for selection was established by the Project Director in conjunction with the governing Board.

The local project management organization was responsible for assembling a "stakeholders" group consisting of representatives from employers and employer associates, labor unions, the education community at the secondary and post-secondary levels (including administrators and teachers), local government, community-based organizations, parents and students. This group's role was to troubleshoot potential problems, and keep the project moving by maintaining open lines of negotiation and communication among the many players.

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OWNERSHIP AT THE LOCAL LEVEL:

Obviously, for a youth apprenticeship program to succeed, there must be enough employers in a local labor market willing to provide training opportunities to enough young people to make it worth a school district's time and efforts to participate. And there must be one or more school districts willing to experiment with new ways of organizing school and work experiences for young people. Without hard commitments from schools and employers, there is no program--no matter how committed other organizations may be and how well designed the program appears.

Each area was to develop a local stakeholders group of employers, school superintendents, post-secondary administrators, and other players that would begin to take ownership of the project. These groups were slow to form.

Complicating this effort was a key challenge that most youth apprenticeship efforts must tackle--the realities of political and economic geography in the United States. This challenge continues to confront PYAP. In each of the four general regions identified by PYAP as receptive, metalworking employers are situated in low-density clusters. Within each region, there are a large number of relatively small school districts. In Philadelphia and Pittsburgh, where the school districts are large, much of the metalworking and manufacturing base have left the city for the suburbs and beyond. Outside the large cities, the fragmentation of school districts make it difficult to identify district with enough employers willing to participate. As a result, it was not immediately apparent where within any given region a metalworking youth

apprenticeship program should be placed, which school districts should participate, and which employers would be located at a manageable commute for participating students.

This was the point where local project staffers began to map the fit between the employer base and possible school sponsors.

EMPLOYER INVOLVEMENT IN DETERMINING PROGRAM CONTENT:

PYAP program developers understood that any effort to respond to employer concerns about the skill levels of entry-level workers must begin with the specification of what employers do and do not want from their new workforce entrants. One of the first tasks PYAP set for itself was the definition of competencies that employers would want to see in a program graduate. This is part of what PYAP staff meant when they used the term "employer-driven". Employers' needs would drive the product, i.e. the skills to be developed by program participants.

Since it was recognized that a program would have to address State requirements and broader educational goals, as well as employer needs, PYAP initiated a process of "competency definition" that brought employers and educators together to meld their wish lists and requirements. A first meeting, held in October 1990, brought together approximately 20 leaders from secondary and post-secondary schools, the academic and vocational education worlds, and large and small metalworking shops in Pennsylvania.

CURRICULUM:

Youth apprenticeship is built upon the belief that the close integration of school and work, of academic and vocational learning, will motivate young people who might otherwise have

drifted into unproductive lives. As explained above, the model is based upon a theory of learning and instruction that emphasized learning in context, learning-by-doing, group work, problem-solving, and coaching of novices by masters. PYAP recognized from the outset that if its program were to differ significantly from existing cooperative education and vocational programs, curriculum was key. PYAP proposed to generate four years of new curricular materials and activities for an integrated, problem-based instructional program.

The Heinz Endowment was approached for financial support of teacher training and curriculum development. A proposal was written and funding was granted in Fall of 1991.

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Following excerpted from: Pennsylvania Youth Apprenticeship Program: An Historical Account From its Origins to September 1991, Jobs for the Future, Inc., October 1991, pgs. 21-23.

VII. WILLIAMSPORT: A NEW SITE EMERGES

In late 1990, as local project managers were being hired by PYAP in Pittsburgh, York, and Philadelphia, staff of the local IRC in Williamsport, the Industrial Modernization Center of Central Pennsylvania, began to explore whether it might become the sponsor of a new PYAP site. A unique opportunity presented itself in Lycoming County. For years, the region's vocational programs, including metalworking, had been delivered by Pennsylvania College of Technology, a two-year technical school located in Williamsport. Penn College had recently become a campus of Penn State University and was expanding to a four-year program. Penn State announced that the campus would not longer be above to deliver high school vocational programs. A void was created that frustrated local employers.

Bob VanDine, director of the IRC, a well-respected community leader who had previously been a Vice President of Bethlehem Steel in Williamsport, polled a few key firms to assess their interest in exploring a relationship with PYAP. When the first meeting of all the local project managers was held in January, Williamsport sent IRC employee Sharon Hoffmann as a representative. Hoffmann, who was hired as local project manager later that month, was well-positioned to win the trust of schools and employers: a teacher locally for 14 years, she later went to work for a local manufacturing firm. She knew schools, firms, and the local community and worked quickly to move the effort forward.

Beginning in late January, Hoffmann and VanDine recruited employers and approached the superintendents of local school districts. Meetings were held with the county commissioners, the West Branch Manufacturing Association, employers, school leaders, guidance counselors, and other key local groups. By late February, a stakeholders group had been formed that included representatives of five or six local firms, the two dominate business and industry associations, a county commissioner, a labor official, and representatives of K-12 and post-secondary institutions in the area. The group held its first meeting in March. By early March, commitments of between 15 and 20 apprenticeship positions had been negotiated.

While other PYAP sites awaited LRDC's curriculum work, Williamsport moved ahead on its own. A participant in PYAP statewide meetings, but not yet officially considered one of the program sites nor funded by PYAP for site development costs, Williamsport charted its own course. The faculty of the Technology Transfer division of Penn College drafted a set of worksite competencies that it would be fair to expect participants to develop during the program's first two years. This list was supplemented by a detailed list of metalworking tasks that had been circulated by the director of the York County Area Vocational Technical School at PYAP's first competency definition team meeting. These materials were presented to a subgroup of employers who constituted the Occupational Advisory Committee for the Williamsport project. The group quickly approved the list, which focused on broad areas such as machine operation, quality control,

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blueprint reading and drafting, computer-aided design, computer, and the management of inventory, customers and staff, was appropriate. While the Penn College faculty had not tried to sequence the competencies, they created a set of competencies that employers could understand and react to. And the employers quickly agreed to the basic outline.

The following structure was established. The youth apprenticeship program will be the first program run by the Lycoming County Area Vocational-Technical School, a newly-created legal entity representing seven local school districts that as yet has no physical home and no staff. The AVTS will hire teachers and rent space for classroom and labs from Penn College. Students will attend all their classes at the college. They will spend between 2 and 3 days a week at work -- 90 days a year with the employer and 95 days a year in classroom setting. (The ration will shift in March of the first year from 3:2 school-to-work to 3:2 work-to-school.)

While superintendents made it clear that the program could not cost more than the traditional vocation program, in this case between $3,400 and $3,800, Williamsport had found some subsidies. The County Commissioners made a grant to subsidize first year operations, which with per pupil funding for 20 participants could not possibly support a viable teaching team. In addition, the Williamsport Foundation has indicated it might provide supplemental funding, if needed.

In early May, several weeks after the other PYAP sites had decided to postpone implementation until the 1992-93 school year,

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Williamsport held a highly publicized kickoff event attended by state senators, state Department of Commerce and Education officials, the local member of Congress, and representatives of all key institutions. The creation of the Lycoming County Youth Apprenticeship Program was announced: the experimental site for the Pennsylvania Youth Apprenticeship Program was slated to be up and running in September 1991.

Chairman PERKINS. Thank you very much, Mr. Batkowski, for your good testimony today.

Mr. Merrill Lambert, who is the president of UAW Local 787, Williamsport, Pennsylvania, I guess is also involved with this particular program. We would be very pleased to hear the comments of Mr. Lambert.

Mr. LAMBERT. Thank you, Mr. Chairman and members of the committee. There is not much that I can add to the program, other than what Mr. Batkowski said. I would also like to say it is a switch, and it is a pleasure to be on the same side of the table this time instead of across the table from him.

When the program was presented to the union membership, there was a lot of skepticism. A lot of people do not like to discuss it. We had just gotten over a labor dispute in October of 1990, where temporary replacements were used while we were out on the picket line. Needless to say, there were some great concerns within the membership as to what are you doing. After a lot of talk to the members, a lot of talk within the committee, and a lot of talk with the company, reaching understandings, it turned out that we made a wise choice by not turning our back on the whole program. It would have been very easy to say, "Remember what happened? We are not interested." I am quite sure Mr. Batkowski knows that if the membership had not gone along with the program, there would have been no program. I am pleased to say there were a lot of open minds about it.

There were other problems that arose that you have to take into consideration. You have a declining workforce because of the economy, and you have union membership going out the door, getting laid off, and saying, "What are you doing to me? This kid is in here working, and I am outside." These are all problems that had to be addressed. We had to convince the people that they are not using the kids as replacement. They are only giving these kids an opportunity to learn something which they would not be able to learn. They just cannot learn it in school

We had a lot of talk on apprentices become full-fledged apprentices. I think the idea is great. My concern with the program, when it was first presented to us, was that I did not want to get involved in a program that was just interested in professional apprentices. I hope a lot of them turn out to be apprentices, but I wanted a program where, after they were done with the 2 years and their high school was up, they would still have training to be able to go to some industry and have some knowledge of how it worked, not that at the end of 2 years there still was no place for them to go.

When we discussed the selection of the students, we wanted to make sure that the students were not just the upper crust, the 85's and the 90's and 95 averages, but kids who would be able to learn something within our industry and apply it and want to continue school. There is an awful lot of kids out there who, when it comes to reading, writing, and arithmetic, it is boring. I will be honest, I was one of them. I was lucky. When I gave up on regular school, there was a Williamsport Technical Institute. I was sent there and I took up auto mechanics. I learned a lot there and then went on into this type industry, but that is not available to kids in our area any more. In a lot of areas, it is not possible.

When we presented a lot of this to the membership, we reminded the membership that the union does not just stop at the gate of the plant; it is a whole community, it is our kids, it is our neighbor's kids. We have to figure out a way to educate them so that when they get out of school, when they are finished, they have something to present to somebody. They do not have the same thing most of us had where you went to fill out an application and they said, "What can you do?" Well, "We had shop once a week at school for an hour and we made a ball bat or something." It does not work. This way, they will have something where they can say, "This is what I have."

There are still problems that will have to be solved between the union and the company. Our membership has been extremely helpful in the program. Ours is a voluntary thing. If one of our members wants to do it, they can do it. If they don't want to assist with one of these students, they don't have to. I don't know of any yet who have refused to work with one of the students; none. I am very pleased with that. Where it goes from here, I do not know. I hope it expands. I hope management and labor can get together, not in just our area but other areas, and realize, like you said, Mr. Chairman, we have to reeducate ourselves.

We have to put down some of the swords of the past, we have to start thinking about what we have to do to maintain an industry in this country. To me, this is one of the things. It was a difficult road, but once we got past who is trying to benefit the most out of this—is the company trying to do something where they would look good, or is the union going to do something where they look good—we said, "Wait a minute, guys. That is enough of this. What is important for the community?" Once we did that, then we started making some inroads.

I, for one, am very pleased to be part of this program, and I hope other areas in the country also start programs like this. I hope they put down their swords, and they put down everything and say, "We have to focus on youth. We have to build our Nation back up to the industrial power that it was." Other than that, until you have questions, I want to thank you very much for inviting me down here.

[The prepared statement of Mr. Lambert follows:]

STATEMENT OF MERRILL W. LAMBERT, PRESIDENT, UAW LOCAL 787, WILLIAMSPORT, PENNSYLVANIA

When the Pennsylvania Youth Apprenticeship Program was first presented to our Local Union Committee, we were asked to think about the program and let Textron and the members of PYAP know if it would work here at Textron and what it might take to get the program started. Since we had just settled a labor dispute on 10/1/90 in which temporary replacements were used, there was naturally a lot of concern as to how these students would be used and at the same time, with the work picture declining, how do you lay your members off and at the same time have students in the plant running machines and doing other jobs?

After several meetings with the company we reached an understanding on some of the key issues that would have presented problems. First we agreed that anything that was to be done concerning these students in our plant, the Union would be notified and there would be a meeting and agreement before it was done. We felt the Union should have a member of its plant committee as part of the PYAP committee in the plant and to attend PYAP meetings. It was agreed that the Union would be present when the student selection was made and have a voice in the selection. Once a student was selected and started in this program it was understood

that whenever a student was to be working with a Union member on whatever job, the student would not run in what we term a "production mode." It was also understood that a Union member working with one of the students in many cases would not be able to maintain production and instruct the student on the job at the same time, so there would be some loss of production. We also agreed that the students would be taught about the labor movement, and how the Local Union functions with Textron. We also had understandings on other issues, such as if there was a labor dispute, the students would not enter the plant as long as they were part of the PYAP.

Once we had some basic understandings on what was involved and how everything would be tied together and the part the Local Union would play, we felt it was a program that could be very beneficial to our community. I feel that once Textron, and our Local put aside any ideas that one or the other was trying to take advantage and concentrated on the needs of the students and on the community, it was not hard to reach an understanding. For the membership, as in all organizations, there are those that will never feel completely at ease with the program, but the large majority of our members are very enthusiastic with the PYAP because they also realize that our obligation as a Union does not stop at the plant gate, but we must do whatever we can to improve our community so that our youth will have a future here. We, like in many areas, don't have a VoTec any more and therefore we must find another way to educate our youth.

I would like to close by saying, there are still problems between labor and management, but with problems set aside in order to have a successful program such as the PYAP, maybe it will also help us overcome some of our other labor-management problems.

I would like to express my appreciation for the opportunity to come before this Committee on Education and Labor and express our views.

Chairman PERKINS. Thank you very much for your comments today, Mr. Lambert. We very much appreciate your coming.

Next is Dave Squire, who is vice president of product design and engineering, In Focus Systems, Portland, Oregon.

Mr. SQUIRE. Thank you, Mr. Chairman. First, I should mention that I am not here as a representative of In Focus Systems. I am here as a private citizen and as the chairman of the Executive Advisory Committee for the Roosevelt Renaissance 2000 project, which is a high-school restructuring project going on in Portland, Oregon.

Roosevelt High School, up until a year ago, was kind of the end of the line for everybody in Portland, both teachers and students. It had a very high turnover rate, a very high dropout rate, a very high absentee rate, and very high everything that is bad with the school. The administration, teachers, and the Oregon State Bureau of Labor and Industry recognized the problem and started this program in about 1989.

I gave you a lot of information on the project and status, so I will not go over that. Let me just briefly say that what we are trying to do at Roosevelt is a total restructuring of the high school in compliance with some of the principles in the "America's Choice: High Skills or Low Wages" report, with the SCANS report on skills for the 21st century. At the State level, the Oregon legislature passed the "Oregon Educational Act for the 21st Century," House Bill 3565, which aims at restructuring the entire school system in Oregon in K through 12.

The mission of the Roosevelt Renaissance 2000 project goes like this. Roosevelt High School will provide all students with life skills necessary for successful participation in the workplace of the 21st century. That was probably one of the most difficult things we did, getting all of the various players in the community together to decide exactly what it was we were trying to do.

Since that time, we have divided the school into six career pathways. We have developed a 5-year project plan. We have had teachers out in industry for one summer doing internships. We have had two freshmen forums, including men and women, where industry people came in and did mock interviews, basically getting to know the students. We applied for and received three grants to the tune of $230,000 to help support our program. So far, we are 100 percent in our grant writing.

Once I got involved in the program, I was initially pretty skeptical. I got involved because a friend of mine in the Portland School District called me up and said, "We need some help on this project. Why don't you come and do something?" I said, "Sure. Okay." I had a lot of cynicism about the cooperation of business in education and how it was really going to go. Once I got into the program, I was really impressed with the kinds of things I have heard from the people who are testifying here, how much everybody is really committed to doing something for the students.

From the time we really got together and set our goals and objectives together, we have not had any trouble getting planning and dollar resources. I cannot think of anybody in industry or labor or education that we have asked to support us that has not been forthcoming with time, not necessarily money. What we are getting is a lot of time. I probably spend maybe 10 hours a month on this, and there are about 60 other industry people, education, and labor people involved. The Portland State University has waived tuition for the teachers at Roosevelt to take a curriculum-writing class. We have cooperation from Portland Community College. We have cooperation from all the State agencies.

I think that there are three things that have been key to what we have been able to do so far. One has been one-on-one involvement. It is very easy to sit on an advisory committee and talk to people about what you should do and what you should not do. Until you actually get down in the school and down on the job and talk to people, you just cannot appreciate the kinds of things that are going on.

Some of the things I have been involved in personally at Roosevelt, I spent a day teaching at Roosevelt. I went out and taught two classes. I taught a physics class, which had the brightest students in the school. I taught a remedial math class, which had the not-brightest kids in the school. I liked all the kids. I found them to be interested in learning. I found them to be caring about what they did but largely frustrated about a lack of relevance in what they were learning.

I also participated in a freshman men's forum. There were about 90 freshmen men who came in, and maybe about 20 or 30 industry people in, who did mock interviews. We told them what we did, and they conducted the job interview, an information interview, with us. They followed up with letters, and this is the beginning of a mentorship program and job shadowing that they will be starting up next year. I emphasize the involvement. I think everybody else here has had that, too. It is involvement that is really the key. Not involvement from afar but involvement right on the street with people.

I think the second key to the success of a program like this is a clear set of objectives. My background is engineering, and I am a project manager. I am hyper about objectives. That was one of the things that I kept pushing when we got into the program. I think that once you establish a clear set of objectives and something like our mission statement, getting people to line up behind that is not difficult at all. Everybody here has said that they are focused on the kids, and that is the success. That is where we are focused, too. So that is key.

We have all kinds of information to help us in setting the objectives. We have the "America's Choice," we have the SCANS, we have the Oregon House Bill 3565, and we have all kinds of Federal and State programs. There is plenty of information and plenty of money out there available, once you are committed to a clear set of objectives.

I think the third key is good project management. That is my role in the project. I act as the overall project manager. We also have a full-time project coordinator at the school that coordinates all the different committees we have working on this project.

If there is any advice that I could give to this committee on what you should be doing to help, I think there are three things. Anything you do should include heavy emphasis on community involvement at all levels, getting into the schools and working with the schools on things like mentorships for teachers and students and getting business people and labor people into the schools to see what it is like in the schools.

Second, encourage communication nationally on what is going on in these types of programs. I have heard three programs here today. There are hundreds of these kinds of programs going on. There are hundreds of people working on these projects all across the Nation. I think if you can do anything to encourage communication so that we can move forward with one set of objectives and in one direction, that would be invaluable.

Lastly, I think you need to make sure that any objectives you set out in any legislation that you do are consistent with and complementary to any other Federal, State, and private efforts that are going on in this direction. One of the things I have seen, getting involved with this—and the more I get involved, the more I find that there are lots of people working on these things—if we ever got all the resources that are focused on this problem going in one direction at one time, we would be awesome. Right now, there are a lot of people working in a lot of different directions. We are kind of going in the same direction, but the more you can do to encourage a national direction I think it will help.

I have two fears about the success of what we are doing and what could adversely affect it. The first is that we do not maintain a consistent set of national objectives and goals long enough to support any meaningful change to our system. This is probably a 10-year project to get it rolling, and then it is an ongoing continuous improvement project, a little bit from total quality management.

The second thing is, if we do succeed with the students, that there are jobs that they can have. My biggest fear is to get students through this program, get them all pumped up, set really high ex-

pectations, and then have them go out and not be able to find a job. Thank you.

[The prepared statement of David Squire follows:]

STATEMENT OF DAVID C. SQUIRE, CHAIRMAN OF THE RR2000 ADVISORY COMMITTEE AND VICE PRESIDENT OF ENGINEERING FOR IN FOCUS SYSTEMS, INC.

The Roosevelt Renaissance 2000 project is a project to restructure Roosevelt High School to create an educational system that insures that students receive a quality education that is relevant to the world in which they will be living. The project was started in 1989. The first classes will be held in the fall of 1992 with the first class graduating in 1996.

The Roosevelt Renaissance 2000 program was initiated in 1989 by the administration of Roosevelt High School, led by principal George Galati, and the Oregon Bureau of Labor and Industries led by Assistant Commissioner Mike Kaiel. The program was started in response to an analysis of high school graduates that showed that only 20–30 percent of them ever completed college and that those who did not complete college were ill prepared to compete in the workplace. This original group developed a preliminary program plan to address these issues and presented it to the administration of the Portland Public Schools in order to gain financial and administrative support. The proposal came to the attention of Donna Acord who had just left industry to work in the Public Relations group of the Portland Public Schools.

This group set out to build an advisory committee which would have representatives of all the groups necessary to make a project of this magnitude happen: teachers, parents, administration, State government, industry, labor, community colleges and 4-year universities. Through their network of contacts in the local community they were successful in creating an advisory committee that consisted of about 40–50 people from industry, labor, government and higher education. This committee met in the fall of 1990 to hear a presentation on the situation at Roosevelt High School.

In December of 1990, the advisory committee met with a nationally-known consultant on project management who instructed us on the development and implementation of project plans. This meeting was followed by an all-day strategic planning meeting to develop a program mission statement and the beginnings of a project plan. The mission statement is:

Roosevelt High School will provide all students with the life skills necessary for successful participation in the workplace of the 21st century.

At the same time there were movements at the State and national level that were addressing similar problems and concerns. At the State level the Oregon legislature passed the "Oregon Educational Act for the 21st Century" (HB 3565) and a report, sponsored by the National Commission on Education and the Economy, was released titled "America's Choice: High Skills or Low Wages." These two documents espoused principles and objectives that were incorporated into the objectives of Roosevelt Renaissance 2000. A summary of the Roosevelt Renaissance 2000 project objectives and plan and a summary of HB 3565 are attached.

Each type of organization recruited to work on Roosevelt Renaissance 2000 has two roles. The first is to apply their particular skills and resources to the planning and implementation of the required restructuring—to create the curriculum, provide work experiences for teachers and insure that high school becomes a relevant experience for the students. The second role is to provide operational support once the restructuring is complete and the project is rolling.

Industry's role in the planning and implementation stages is to provide project management skills, planning skills, work experiences for teachers, input on industry's needs (used in defining Certificates of Initial and Advanced Mastery) and inputs on trends in the workplace such as movements towards empowering workers, increased teamwork and Total Quality Management (TQM). In the ongoing operations phase, industry will be responsible for providing work experiences for students, mentors for students and will continue to serve on advisory boards to insure continued relevance of the program. Finally, they will be responsible for providing job opportunities or other support for successful graduates of the program.

The role of labor is much the same as industry. They serve on the advisory committee, provide work experiences for teachers, give inputs on skills required in the workplace and forecast trends that need to be considered in planning an educational program. In the operational phase they will be responsible for providing work experiences for students, mentors for students, continued work experiences for teachers

and they will continue to serve on advisory boards. They also will be reponsible for providing job opportunities for successful graduates of the program.

A list of other participants in the program is attached ("Contributing Resources"). As with labor and industry each participant brings a particular skill or resource to the project that will be used both for implementation and ongoing operations.

There are a number of State programs that are relevant to Roosevelt Renaissance 2000 but three are most important. The first, HB 3565, has already been mentioned and a summary of its provisions is attached. The RR2000 project was started before this bill was passed but is now seen as a model for its implementation. Members of the RR2000 project team sit on several State-level advisory boards. The second program is an effort by the State Bureau of Labor and Industries to expand apprenticeship programs available to high school graduates. The head of this program sits on the RR2000 advisory board. The third program is a new project that is sponsored by the Oregon Economic Development Commission. This program will focus on Total Quality Management (TQM) and how it can be applied across the State in industry and governmental organizations. TQM is one of the foundations of the Roosevelt Renaissance 2000 project and for it to be successful at Roosevelt it must exist in the labor and industry groups that Roosevelt serves.

The Roosevelt Renaissance 2000 project is funded by hundreds of hours of unpaid volunteer time from all participants, from district and State support and from four grants from State and national sources amounting to $230,000.

In our society cooperation between education, labor and industry is often unsuccessful or at best only lip service. How do we achieve cooperation on the Roosevelt Renaissance 2000 project? First, we realize and constantly remind ourselves that we are all in this together. We are under competitive attack from international competitors and the blame for our seeming inability to compete should be equally shared by all of us. What is at stake is our standard of living. Secondly, we all support the conclusions and recommendations in "America's Choice: High Skills or Low Wages." Thirdly, we have a plan with clear objectives, a clear mission and a clear vision. Fourthly, we are focused on the next generation with the realization that while change must begin with this generation, the benefits can only be realized by the next.

The Roosevelt Renaissance 2000 project is on schedule. Over the last 18 months we have met our project milestones and the first class will be starting for freshmen in September 1992. The full status of the project is covered in an attached speech that was given by two members of the Portland School Board at a conference in April 1992.

Chairman PERKINS. Thank you, Mr. Squire. I thank all the gentlemen here for their testimony today. Asking Mr. Batkowski and Mr. Lambert, after almost a year, how would you evaluate the program that you have? What sorts of problems have you experienced during that time period?

Mr. BATKOWSKI. I would have to compliment the IMC, who directly stays in front of our so-called snowball that we expect to expand. They stay directly in front of the program and have solved a large number of problems that I think we would have had and did not have because they expected them or they foresaw them coming and corrected them before.

The little bit of a problem that we did have involved the picking of the mentors. I think we still have it. If we had to do it again, I would change it. We picked mentors of upper management levels to foresee that the program would be, the first year, absolutely structured the way we wanted it. Utilizing mentors from the upper management level, we find that yes, they know all the areas, but they don't have the time to go down and spend that we think should be spent with the individuals. We, in turn, have used hourly people, supervisory capacity people, to help us with that. We have not changed in the middle of the stream, but if we were to do it again and very well will do it again next year, because we are all set to go for next year, the mentor level would be dropped down to

the supervisory capacity in the departments that reflect the operations that the individuals are going to perform.

Next year, the 10-segment program that we have now, the students, before the finish of this year, will direct an area where they are going to go. Right now, there are 10 segments. They could be a machine operator, they could be a toolmaker, they could be a tool designer, they could be a CAD–CAM draftsman. We have given them a view of all of the metal trades of that sort. We expect them to pick out an area that they want to go in, the area that they like best. As they settle down into that area, we are going to drop the mentorship down to the level they are going to be at.

Problemwise, we have not had any problems. We have not had a problem with the program.

Chairman PERKINS. From the union perspective, what do you say, Mr. Lambert?

Mr. LAMBERT. I think the biggest problem that the union had—I cannot even really say it was a problem—was trying to get the people who are involved with the students, the hourly people, to understand exactly what they were supposed to be doing. A lot of times, I would be called to a certain department, a certain area, which was part of the agreement with this, that any time there was a problem, either myself or one of the other committeemen would go to that area if it involved a student and find out what the problem was.

Sometimes, some of our members were a little over-enthusiastic, and the next thing you know is, he is running this half million dollar machine all by himself and is really pumped up on it. I'd say, "Wait a minute, guy. Slow down. First you got to teach him. Don't just teach him to press a button. You got to teach him what makes it work, why does that turn around the way it does, and why do you use certain type pulls." If you can call it a problem, I guess that was it. Over-enthusiasm. They were really pumped up. They wanted these kids to enjoy themselves, and they wanted them to learn, but maybe a little bit too fast.

We did have understandings with the company, and sometimes it was a little slow getting to management. When I say "the company," we are talking upper level compared to supervisory management, where they did not understand how it worked. They would have one of the students with one of our people. After they learned a little bit, they would have the student disassemble an engine. They would have a student over here disassembling this engine, while his guy was over here doing this. That is a no-no.

I don't want it to sound like we don't want the kids doing anything. We want them doing it. We want hands on, but we also want them doing it in a way where it's educational, and it is not replacing some of our people. Guys who are being laid off are being affected by the students being in there. First and foremost, as strongly as I feel about this program, I also feel we have an obligation to the people who already work there and have families and have to support them.

We all have our bad faults. We will use students or whoever to do jobs cheaper. We have agreements that some of the supervisors did not understand where the students are not on what you call a production mode. A production mode is, I run a machine and that

machine can put out 40 pieces an hour. The kid is not to stand there for an hour, running that machine, pumping out 40 pieces. All he is learning that way is, you need 40 pieces an hour because that's what the production says. We want somebody with that person. We want somebody to tell that person what the machine is doing, why it is doing it.

There is some loss of productivity, but from what I have seen so far, that has been minute. It has not been a big factor. As far as major problems, I cannot say we really have had any. Like I said in my statement that I sent, you do have some people who, no matter what you do, they are unhappy with the program. We had a labor dispute, and we had people who constantly said, "You dumb you know what. What are you doing? These guys are going to be used for replacements."

I looked at the whole program, the rest of the committee looked at the whole program, and no. All we are doing is trying to work with the community to build a system to better educate our kids. As far as major problems within the plant, I am pleased to say no. We are looking forward to next year and the year after that.

Chairman PERKINS. Also, just in terms of the same situation of the workmen's compensation and insurance rates, how did you handle that?

Mr. BATKOWSKI. We withstand the workmen's comp.

Chairman PERKINS. Do you see that as being a disincentive for expansion of the program beyond a particular point?

Mr. BATKOWSKI. No, I do not.

Chairman PERKINS. What disincentives do you see for the expansion of the program in the future, from either the management or labor perspectives?

Mr. BATKOWSKI. I certainly would hope that industry would be reasonable enough to recognize the fact that they are going to benefit, although there may be some costs involved in it immediately. You may not see a benefit out of the program for a few years.

I doubt very much that there are areas that employ unionized people throughout the country who would have the opportunity to benefit over the individual that you have in your facility. We are one of those. The only way we would have an opportunity to hire one of the individuals, is if we were in a hiring mode at that minute, and that individual would fit what we are hiring. We do not have the option of just saying that individual will work there.

I think industry has to be made aware of the fact that they are going to have to look out for another portion of the industry throughout the country. We may not be able to directly profit from what we are doing. Down the road, I am in hopes that an individual who follows suit and takes the same program, maybe in another State, I can benefit from the individual I may hire that went through his program down the road somewhere along the line.

I think there are costs. Industry is going to have to assume some of those costs. I realize where those costs then go, and I can understand that. But again, to be competitive, that is what we are going to have to do. There is not, in our education system, the moneys that it takes to put the machinery into the schools or the learning experiences into the schools that are going to create the people

that we are looking for. They could not keep up with the materials, they could not keep up with the changing machinery.

The NC machining that we use today against some of the old-style hand drill presses and things like that costs millions of dollars. They change every year. If you do not change machinery, you do not become competitive. I doubt that the school system will ever be able to acquire the moneys to perfect the type of people we need. So there is going to be a cost factor to us. I think industry is going to have to assume that.

Chairman PERKINS. What about from the labor perspective?

Mr. LAMBERT. The only concern that I have on where the program will go from here—I don't know. Maybe I am stepping out of line. Maybe I am going to tip over a can of worms. Each program I have heard so far discussed paying the kids: they get so much a week, so much an hour. I guess maybe I am a little concerned with that. In some areas, I guess the law says, in certain States, you have to.

I am wondering whether we are trading off education by paying the kids? Are we going to get ourselves into a situation where you have kids that would have gone on to higher education, whether to college or whatever, but now are teetering because they can make $80 or $100 a week here if they start in the 11th grade and do this. I have my concerns there.

Like I said, I love the program. I love everything about it, but there are things in the program that I have my concerns with. I am not sure how that is going to be addressed. There are an awful lot of kids out there where $80 or $100 a week is a lot of money. Will they trade off something that would be better in the future for something like this now. I really do not know whether payment is the right way to go.

Other than that, I do not really see any major problems. Like I said earlier, as long as labor and industry can get together and put down some of their weapons and say, "Let's get off some of this and face realities. We have to do certain things together." The biggest one is trust each other; otherwise, we are going to be in an awful bad position in a few years to come. Other than that, no.

Chairman PERKINS. Thank you, Mr. Lambert. Mr. Squire, what problems have you all had with your program at Roosevelt?

Mr. SQUIRE. I think there have been two problems: one is the fear of change, and the other is the fear of not changing. We have two groups of teachers in this school. There are some that just do not want to change, they do not want to accept that there is a problem, and there is some resistance there.

We did a survey when we started the project, and 90 percent of the teachers wanted to change. At our first strategic planning meeting that we had on a weekend, we were supposed to do strategic planning but we spent the whole day talking with teachers, saying "This is just another tool of the administration to oppress us," and on and on about how they did not think there was going to be any meaningful change. They had seen these programs before.

We have the same problem in industry with quality programs, for example. I have been through about three quality programs at different companies, and usually it starts out with a lot of flourish,

you spend a lot of money, you have a lot of activity, and then it goes away. So I think the teachers who really wanted change were in fear of that.

It has been a year-long process of building their confidence that things really can change. I think that is what industry and labor and some of the outside people have brought into the schools. We have brought in hope that we are there, we are supporting, we are not trying to tell them how to teach, we are there to help, we are there to cooperate and build trust. I think that has been a very important factor. Those are probably the biggest issues.

There are a lot of hidden agendas with people: the teachers want to get rid of the administration, and the union has some things they want to do, and the State has some things they want to do. There is a lot of that playing around, but when we get into disputes, by always getting back to what is this going to do for the kids, like everybody else was saying here, it solves a lot of those problems. I think that is key.

Chairman PERKINS. How would you describe, Mr. Squire, the labor/industry dynamics during this process?

Mr. SQUIRE. In terms of dynamics, if there are any conflicts, we did not really have any. We are not as heavily unionized out in Oregon as in some areas, so there is probably less conflict between business and unions. We all participate as equal members on the team. They put their inputs in, we put our inputs in, we discuss all these things and work through it. I do not think there are any special dynamics, any problems or any issues that came up that were different than relations we had with the community college or the university.

Chairman PERKINS. Do you see this effort in your area of the country being expanded?

Mr. SQUIRE. I suppose it will depend on whether or not we are successful. Again, we have taken on a rather ambitious bill in the State of Oregon. It is a major restructuring. It has some very specific and very aggressive objectives. I think in terms of that particular program, it will depend on how it succeeds.

In terms of program to deal with a large majority of kids that do not go to college or are not planning to go to college, I feel a groundswell across the Nation at the grassroots level, like the programs we have been talking about here. I think it is going to happen. There are programs going all over the place. We are associated with a group in Boston called "Jobs for the Future" that set up 12 test sites, doing these kinds of programs. One of our teachers went to Europe to tour there. We visited probably four or five different schools in various parts of the country.

There are a lot of things going on. There are a lot of conferences going on. I attended a conference that was put on by the University of Colorado that was devoted almost entirely to this subject, the integration of vocational and academics, and how do you bring relevance to schools, and how do you take care of the large percentage that do not go on to college.

My feeling is, there is a groundswell across the Nation. It is driven by two things: the competitiveness that we feel we are lacking in the international markets and the fact that we just have too

many kids that are not getting out of school with a meaningful education. They work very well together.

Chairman PERKINS. Do any of you gentlemen have any final remarks that you would like to make about this subject?

[No response.]

I very much appreciate your taking the time to be with us today. I think you have quite a bit of very interesting information in this ongoing discussion. With my personal thanks for your appearance, I would like to excuse you and declare this subcommittee meeting adjourned.

[Whereupon, at 12:42 p.m., the subcommittee was adjourned, subject to the call of the Chair.]

[Additional material supplied for the record follows:]

STATEMENT OF LOLETA A. DIDRICKSON, DIRECTOR, ILLINOIS DEPARTMENT OF EMPLOYMENT SECURITY; AND TRACY PARSONS, EXECUTIVE DIRECTOR, CORPORATE CHICAGO/HIRE THE FUTURE

Thank you, Mr. Chairman and members of the subcommittee, for the opportunity to present the view from the State of Illinois.

The Hire the Future program has been providing not only jobs, but valuable employment experience to youths in the City of Chicago. We believe it is a good example of what government, in partnership with the private sector, can do to help shape the future workforce.

The Hire the Future program is the result of efforts by business leaders and State and local government to develop more meaningful summer employment opportunities for inner city youths. Previous summer employment programs provided jobs, but did not really emphasize long-term self development.

The goal of Hire the Future is to offer students a window to the business world, revealing the opportunities that skills and education make available. It attempts to place "working" students in career-track jobs in higher level, growth-oriented environments.

A simple set of standards was established for student applicants. Eligible students must be at least 16 years of age, have a C average in school, with a minimum of eighth grade level math and reading skills. They must also have a 90-percent attendance record and their tardiness record cannot exceed 10 percent. School counselors ensure students meet program guidelines.

The key to the program's success has been strong support from local employers, such as IBM, Illinois Bell and the Tribune Company, in pledging jobs and from industry and business councils like Corporate Chicago. The Illinois Job Service, in cooperation with public and private schools, matches individual students with jobs.

The Illinois Department of Employment Security commits the equivalent of eight full-time job service staff positions to the program. The program has also received corporate cash contributions of $100,000 and in-kind contributions of more than $50,000.

In 1991, Hire the Future surpassed its placement goals, putting more than 3,700 students in summer positions. The program's placement numbers have grown steadily, by almost 250 percent since 1988.

In the past, the Department has often found some employers reluctant to participate in summer employment programs, but many of those same employers are now volunteering their help with respect to Hire the Future.

Based on the program's success, Illinois is currently expanding it to 14 additional locations in the State, with an eye toward statewide implementation in the near future.

Clearly, Hire the Future is not a panacea for all of the challenges facing inner city youths today. However, for many of those young people, the program offers an important first step in the leap from studies to a significant role in modern business. It keeps them on the right track.

Thank you again for your time and consideration.

Roosevelt Renaissance 2000

Roosevelt High School, 6941 N. Central, Portland, Oregon 97203. 503-280-5138 or 503-280-5260

Roosevelt Renaissance 2000

Committed to providing all Roosevelt High School students with life skills necessary for successful participation in the workplace of the 21st century.

Leading the State in Secondary Education Reform

Roosevelt Renaissance 2000 (RR2000) was well on its way when House Bill 3565, the Oregon Educational Act for the 21st Century, was voted upon and mandated by the state. That bill provides a framework for fundamentally restructuring educational systems in Oregon to ensure that students receive a quality education that is relevant to the world in which they live.

RR2000 does just that, and educators throughout Oregon are closely watching how we go about implementing changes that will achieve the goals for secondary education set forth in House Bill 3565.

Focusing on Careers

Roosevelt High School is restructuring its curriculum around career pathways, each of which represents a series of potential careers. Students will select areas of interest from five pathways, which we have identified by determining where the biggest opportunities for jobs in the 21st century will be. These pathways and the areas they include are:

- ★ *Information Systems and Processing* — data processing, telecommunications, computer technology, and office skills
- ★ *Health and Human Services* — all aspects of health care
- ★ *Manufacturing Technology and Engineering* — electronics, construction, and metal fabrication
- ★ *Natural Sciences and Resources* — environmental services, resource management, and fisheries and wildlife
- ★ *Professional, Public, and Commercial Services* — banking, retail, and services needed by government and the public sector
- ★ *Trade and Tourism* — import/export and hospitality

Students are not constrained to a specific career within a pathway, and those whose interests change during high school can move into a different pathway.

At high school graduation, every student will be prepared to chose one of several directions:

- ★ Accepting an entry-level job within his or her career pathway
- ★ Continuing further training in an apprenticeship or other post-secondary training program
- ★ Entering an associate degree program at a two-year community college
- ★ Going on to a four-year institution

Using Innovative Approaches

The essence of the Roosevelt Project is three-fold, introducing innovative techniques that will:

- ★ Integrate an *applied learning* approach to high school academics
- ★ Incorporate *hands-on learning* of job skills through carefully structured work experiences at local businesses
- ★ Evaluate students' level of proficiency by actual *demonstration of skills*

The back of this sheet explains each of these approaches.

(over)

Applied Academics

Once chosen, the career pathway leads students through their high school education, using an innovative approach called *applied academics*. This technique relates students' course work to their chosen career. For instance, a language arts assignment for an aspiring manufacturing manager might be to write an essay on the latest methods of manufacturing.

Through all classes, teachers will help students gain the skills for success in all aspects of life. This includes the ability to solve problems, articulate ideas, and work independently as well as in groups.

Real-World Work Experience

Each student will participate in on-the-job work experiences in their chosen career pathway. This opportunity allows students to learn the skills needed in the actual setting into which they will ultimately work. The work experiences will be carefully structured, with employers and teachers working together to ensure that the work experience enables students to meet their educational needs within their career pathway.

Performance-Based Testing

Performance-based testing allows a student to demonstrate mastery of a skill by actually performing a task requiring that skill. Our business and industry representatives are helping teachers set standardized levels of achievement for job skills, and teachers are developing performance-based testing methods that will require students to prove aptitude in these skills.

Involving Hundreds of People

RR2000 is a joint effort involving community leaders, parents, teachers, and local business and industry. These volunteers have been working hand-in-hand for the past two years, researching educational reform and the evolving job market.

Business Partnerships

For the first time, educators and the business community — the future employers of our students — are together designing a new, relevant curriculum. Roosevelt educators are looking to Portland's business and industry community for insight into today's and tomorrow's working world. Thus armed with the knowledge of what skills students need to become successfully employed, these educators are now determining how to teach these skills.

Our business partners also serve as the key to integrating students' classroom education with actual on-the-job education. They have offered their sites for students' structured work experiences as well as for teachers' summer internships, which allow teachers to stay abreast of industry developments.

RR2000 business partners include:

- ★ Boeing
- ★ E-Machines
- ★ Freightliner
- ★ Good Samaritan Hospital
- ★ In-Focus Systems
- ★ Portland General Electric
- ★ Security Pacific Bank
- ★ Sisters of Providence Hospital
- ★ Tektronix
- ★ U.S. Bank
- ★ U.S. West
- ★ Wacker Siltronics
- ★ Waggener Edstrom Public Relations Group

Working Toward a 1996 Graduating Class

The first students embarking on the RR2000 curriculum will be the Freshman class entering Roosevelt High School in 1992 and graduating in 1996. At graduation, these students will qualify for and be placed in meaningful, well-paying jobs with a future career path — or will embark on a path of further education and training to prepare for such placement within two to four years.

For More Information

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Oregon Educational Act for the 21st Century

"The Legislative Assembly declares that a restructured educational system is necessary to achieve the state's goals of the best educated citizens in the nation by the year 2000 and a work force equal to any in the world by the year 2010."

Adopted HB 3565

"Oregon has taken a pioneering step, and America will be watching and learning."

Lamar Alexander

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HIGHLIGHTS

Oregon Educational Act for the 21st Century

Adopted House Bill 3565

- Declares that a restructured educational system is necessary to achieve the state's goal of having the best educated citizens in the nation by the year 2000 and a work force equal to any in the world by the year 2010.

- Requires schools to develop student skills in reading, writing, reasoning, information retrieval, problem solving, listening, speaking, critical thinking, and working effectively alone and as part of a group. Schools also will be required to ensure student knowledge of social studies, foreign languages, humanities, visual, performing and literary arts, advanced mathematics and sciences. Requires schools to organize instructional groupings as heterogeneously as possible. (This is only a partial list.)

- Sets education performance standards for all students called the Certificate of Initial Mastery (grade 10) and the Certificate of Advanced Mastery (grade 12) that are benchmarked to the highest in the world. Common Curriculum Goals and Essential Learning Skills will be revised to reflect this "world class" curriculum.

- Implements ongoing performance based assessments at grades 3, 5, 8, and 10, including work samples, portfolios, and other "authentic" assessments, to measure student mastery and progress. Department of Education will set the standards students must meet at grade levels leading to a Certificate of Initial Mastery.

- Holds schools accountable for student's satisfactory progress, including providing additional services to attain the standard at selected grade levels, and for the Certificate of Initial and Advanced Mastery.

- Makes Head Start available to all eligible children by 1998; 50 percent of eligible children by 1996.

- Requires the Department of Education to develop model programs and an implementation plan for developmentally appropriate nongraded primary school for all schools.

  The plan will include strategies for prevention of failure and preventative and remedial services, early intervention for students needing special assistance, a funding formula to reduce class size, integration of health and social services, and parental involvement in the schools.

- Requires schools to provide alternative learning environments, services, and intervention strategies for students needing assistance in attaining the Certificate of Initial and Advanced Mastery.

- Provides all students, after receipt of the Certificate of Initial Mastery, an opportunity to branch out into educational options to obtain a Certificate of Advanced Mastery with college preparatory or academic professional technical endorsements, or both. The program's design will allow students to move between endorsements, with both endorsement options providing the ability for students to enter a two- and/or a four-year college program.

- Develops comprehensive education and training programs for two- to five-year professional technical endorsements and associate degrees.

- Involves business, labor, and education as partners in developing curriculum and performance standards for school-to-work transition programs.

- Expands school site based management committees at every school by 1995, giving a greater policy and management role to teachers and parents.
- Creates the Early Childhood Improvement Program targeted to "at risk" children and families; improvement in K-3rd grade curriculum and educational practices; comprehensive education, health care, and social services.
- Requires parental involvement in establishing and implementing educational goals, and in participating in decision-making at the school site.
- Gives parents the ability to send their children to other public schools within their school district or in other public school districts, under certain conditions.
- Provides for integration of health and social services at or near school sites to assist students and families.
- Creates an Oregon Report Card on the state of public schools and progress made toward achieving the goals of this Act.
- Creates Learning Centers for dropouts up to the age of 21 to assist them in achieving the Certificate of Initial Mastery through use of teaching strategies, technology, and curriculum emphasizing the latest research and teaching practices. If needed, Learning Centers will provide integration of existing health and social services, including, but not limited to, day care, parental training, housing assistance, employment, and alcohol and drug abuse counseling.
- Develops programs of research, teacher preparation, and continuing professional development to achieve the goals of this act.
- Provides for the extension of the school year to 220 days by the year 2010.
- Requires that funding be provided prior to programs being implemented.

Questions Most Often Asked Regarding HB 3565

1. **Does school end at the 10th grade once a student has obtained a Certificate of Initial Mastery?**

   Perhaps the most common misconception about HB 3565, the answer is an emphatic "no." Once the Certificate of Initial Mastery has been obtained, educational opportunities will be expanded during the final two years of high school, and beyond. Students will take professional/ technical courses in broad career fields, often in a non-traditional setting, and/or a college preparatory curriculum. Built-in flexibility will permit them to move back and forth between options leading toward college, the workplace or a combination of the two.

2. **What does the Act mean for students receiving special education?**

   Students eligible for special education will continue in an Individualized Education Program tailored to each youngster's needs. That does not, however, preclude students with disabilities completing a public school education in much the same manner as their peers without disabilities, perhaps with minor modifications or adaptations.

3. **Critics argue that the choice option after the 10th grade amounts to a "two-track" system that divides students according to their ability. Is that a valid argument?**

   No. After completing a rigorous academic program and receiving a Certificate of Initial Mastery (CIM) the student has the option of selecting a career path leading to a Certificate of Advanced Mastery (CAM) with either a college preparatory and/or an academic/professional-technical endorsement, or both. The United States is the only major industrialized country that does not have a well-defined and implemented school-to-work transition. By offering new opportunities for skilled technological training, often in non-traditional settings such as the workplace, HB 3565 reaches out to our most neglected students—the 70 percent who will NOT go on to college.

4. **What will be required of school districts in the next two years?**

   Very little at the local level, other than to become informed and involved. Educators and community members will participate with the Department of Education staff in research and development over the next two years. By September 1992, one site committee, or 21st Century Council, must be established in each district with more than one school. Membership includes teachers, a principal, classified employees, parents and representatives from the business community. These councils will heighten the involvement of teachers and members of the community in the decision process.

5. **What is the purpose of learning centers?**

   Learning centers will be established in communities to help students succeed in attaining a CIM. They are designed to aid those who need special assistance or who may have dropped out of school by providing them with access to education programs and support services. Some districts already have facilities and programs that will fill the need.

6. **What is a nongraded primary?**

By the 1992 school year, the department will be responsible for recommending developmentally appropriate nongraded primary programs for K-3. This will allow youngsters to proceed at their own pace instead of being locked into a particular grade level. The purpose is to improve K-3 curriculum and practices consistent with current research on young children.

7. **What is a Certificate of Initial Mastery?**

The CIM is a standard of achievement for individual students earned at or about the 10th grade level, or age 16. It is based on a series of performance-based assessments at grades 3, 5, 8, and 10 documenting a student's progress in mastering academic subjects such as English, mathematics, science, geography, history, foreign language and the arts, and critical thinking, problem-solving and communication skills. For those students not making satisfactory progress, schools must provide extra help.

8. **What part do pre-school or early intervention programs play in the restructuring of our educational system?**

Early intervention is a critical component of HB 3565. Head Start will be available for 50 percent of eligible children by 1996, and 100 percent for all eligible children by 1998, subject to the dollars being available. Programs that stress early intervention and family involvement vastly improve a child's chances of succeeding in a structured academic setting.

9. **Under what circumstances can a student transfer to another school?**

A parent may request a transfer if the school where a student is enrolled is unable to assist that student in achieving satisfactory academic progress and another school district agrees to enroll the youngster. The resident district, in concurrence with the parent, will be responsible for finding alternate learning environments.

10. **What is the Oregon Report Card?**

It is a report issued annually by the Superintendent of Public Instruction identifying problems, recognizing progress and measuring performance of Oregon students. This will promote accountability to parents, students and the community.

11. **Why are more days being added to the school year?**

The school year will be expanded to 185 days by 1996 and 220 days by 2010 to better prepare students to complete the more rigorous academic and professional requirements contained in HB 3565.

12. **Where is the money coming from to support this legislation?**

The legislature allocated $2 million for research and development over the next two years. No programs under HB 3565 will be mandated without funding. Current programs that mesh with provisions of the act received significant resources this biennium. They include a $10.7 million for prekindergarten program, $10 million for early intervention programs, nearly $8 million for the 2020 school improvement program, and $2 million for assessment.

Contributing Resources

Sources of Funds and Other Support

We have investigated and obtained sources of funds and other support for implementing the RR2000 plan.

Portland State University

Portland State University (PSU) has contributed to a number of RR2000 programs:

- ★ They have created a class specifically for RHS teachers. PSU has waived the tuition for the fifteen RHS teachers who are in the class and has given us a computer for developing our curriculum.
- ★ The teachers in the class will become team leaders for the applied curriculum aspect of our curriculum reconstruction. They will lead us in creating applied coursework for all classes, with special emphasis on math and science.
- ★ PSU, through our efforts with the Washington County Business Compact, also grants college credits to teachers who participate in summer internships.
- ★ They have agreed to create and implement a class on cooperative-learning techniques for the RHS faculty.
- ★ PSU offers aspiring teachers an extended training program to prepare teachers to teach at-risk students. We currently have three of these student teachers working with teachers at Roosevelt. This close tie with PSU has benefitted
  - ★ Students, by providing additional dedicated adults in the classroom
  - ★ Teachers, by providing direct access to current research in teaching at-risk students

Portland Community College

To cement the tie between Portland Community College (PCC) and RHS, and to ensure the articulation of our programs, PCC has agreed to assign one PCC faculty member to each of our Career Pathway Advisory Groups. The faculty member will have the expertise in that particular pathway and therefore will help each Pathway Advisory Group devise curriculum for that pathway and ensure that the pathway includes avenues that extend beyond the high school.

Portland Public Schools

Portland Public Schools (PPS) is providing resources for:

- ★ Project management personnel
- ★ Secretarial support
- ★ Meeting space
- ★ Supplies
- ★ Telephone services
- ★ Extended responsibility for teachers doing research

2020 Funds

RR2000 was a recipient of a 2020 Grant this year. We will leverage these funds for applied curriculum research, which will drive our efforts for rewriting our curriculum.

The Murdock Foundation

The Murdock Foundation has granted funds for teacher internships, to be administered by the Washington County Business Education Compact. We will be funded for 20 internships, amounting to approximately $40,000 for internship salaries, facilities, supplies, equipment, and other such expenses.

The Business Youth Exchange

The Portland Business Youth Exchange has contributed staff resources to RR2000. Upcoming contributions include training for business people becoming mentors to our students and matching up an appropriate mentor with each student.

Business and Labor Partners

Over 50 representatives from the business and labor community participate in our Advisory Committee. These representatives routinely spend five hours or more a month, providing resources not available through usual education channels. We have used their input for our efforts in:

- ★ Constructing a workforce-based curriculum
- ★ Identifying skills required in the workforce
- ★ Creating the competency benchmarks in the career pathways

These representatives are from such companies as

- ★ Boeing
- ★ Bureau of Labor and Industry
- ★ Business Youth Exchange
- ★ E-Machines
- ★ Freightliner
- ★ Good Samaritan Hospital
- ★ In-Focus Systems
- ★ International Association of Machinists and Aerospace Workers
- ★ International Brotherhood of Electrical Workers
- ★ National Electrical Contractors Association
- ★ Oregon Association of Minority Entrepreneurs
- ★ Portland Community College
- ★ Portland General Electric
- ★ Security Pacific Bank
- ★ Sisters of Providence Hospital
- ★ Tektronix
- ★ The Waggener Edstrom Public Relations Group
- ★ U.S. Bank
- ★ U.S. West
- ★ Wacker Siltronics

See the section titled *Extraordinary Commitment* for more information about our business and labor partners.

Consortiums Applying for Workforce 2000 II Funds

RR2000 is involved with three other consortiums that are applying for Workforce 2000 II funds. See the Resource Matrix on the following page for more detail.

Portland Area Vocational/ Technical Educational Consortium

RR2000 is part of the Portland Area Vocational/Technical Educational Consortium, which is applying for funds in three areas:

- 2+2 Technical Preparation
- Professional Technical Curriculum Development
- Summer Internships

Oregon Consortium for 21st Century Schools

Roosevelt High School is a part of the Oregon Consortium for 21st Century Schools at Oregon State University. Their proposal applies for funds for inservice work and education for teachers in applied curriculum.

Portland Community College

Portland Community College is submitting an application for funds as well. Roosevelt High School is a shareholder and participant in the PCC Consortium. The aspects of the program that RHS will participate in are:

- Training for Counseling
- Teacher/Counselor Training
- Targeted training

Speech #1 Horace (Brent)

ROOSEVELT RENAISSANCE 2000

Introduction

What is Roosevelt Renaissance 2000? In its simplest sense, it is a program to provide students of Portland's Roosevelt High School with the education and skills to succeed in the job market of the 21st century. The program will do this by:

- Identifying areas of economic growth for the 21st century and helping students investigate careers pathways within those areas;
- Identifying the skills that will be needed for careers in these pathways and helping students develop them in the classroom and through on-the-job projects.
- Establishing standardized levels of performance for Certificates of Initial and Advanced Mastery.
- Involving parents and the business community, and broadening the skills of the Roosevelt High School faculty.

Why are these changes being made to Roosevelt's curriculum? As we are all very much aware, America's educational system has received considerable attention. The quality and relevance of education is often blamed for declining test scores, high dropout rates, drug problems and America's declining overall economic competitiveness. The problems at Roosevelt High School are not unique; students are not finding the curriculum relevant to their lives and are losing interest. During the 1989-90 school year Roosevelt had the highest absentee rate -- 13.4%, the highest dropout rate --16.1%, the highest suspension level -- 11.2% and the highest expulsion level -- 4.1% in the Portland Public School District.

Nor is the curriculum relevant to the needs of students as future employees. While the current curriculum focuses on preparing students to matriculate at a four

year liberal arts college, 81% of Roosevelt's students do not go on to a four-year colleges upon graduation. They enter the work force.

American business executives have drawn attention to deficiencies in basic skills among prospective employees and the increasing need to re-educate those people they hire. As David Kearns, the former chairman of Xerox, said "The American work force is running out of qualified people. If current demographic and economic trends continue, American business will have to hire a million new workers a year who cannot read, write or count."

Recent studies also reinforce the call for a better educated, better trained work force. For example, "America's Choice: High Skills or Low Wages," written by the Commission on the Skills of the American Worker, presents an "aggressive agenda to produce a better-educated, better trained work force." The Roosevelt Renaissance 2000 program is designed to do just that and implements four of the America's Choice recommendations. They are:

- The integration of general studies with professional technical career training.
- A curriculum that includes a Certificate of Initial Mastery based on competency.
- A curriculum that will allow Roosevelt students to begin preparation for employment immediately after high school graduation.
- A curriculum that actively involves employers in the education and training of students.

Roosevelt Renaissance 2000 is consistent with Oregon's Educational Act for the 21st century. This state-mandated legislation provides a framework for restructuring the educational systems in Oregon. Briefly, key points of the Oregon Educational Act are:

- All students can learn when offered appropriate opportunities, held to rigorous intellectual standards and expected to succeed.
- A restructured educational system is necessary to achieve the state's goals of the best educated citizens in the nation by the year 2000 and a work force equal to any in the world by 2010.

Now, I must point out that Roosevelt Renaissance 2000 preceded Oregon's educational reform act by two years. Underlying both Roosevelt's program and Oregon's act is the conviction that it will be in everyone's best interest to re-focus high school curricula on the skills needed to succeed in a changing society and work environment.

How It Came About

How Did Roosevelt Renaissance 2000 Come About? It began in the Winter of 1989. Teachers at Roosevelt committed themselves to finding solutions to their students' problems. To test their perceptions of the problems and what to do about them, they undertook a self study that included teacher and student surveys. They found that:

- Roosevelt's curriculum did not meet the needs of today's students.
- Students often did not see relevance between their class work and their future.
- Over 90% of Roosevelt's teachers believed that the curriculum would better meet student needs if it had a vocational and technical thrust.

With these findings in hand, they initiated a five-phase process to restructure the school and change the curriculum. In the remainder of this brief report, I would like to describe those five phases to give you a feel for what has happened and what will happen at Roosevelt High School.

Phase 1

In the first phase, a committee was formed to clarify the problems, communicate them, and reach consensus on the shape of the solution. These efforts were accomplished by the Roosevelt administration and staff with participation from Oregon's Department of Career and Technical Education, and the state's Bureau of Labor and Industry. As a result of these joint efforts, the Technical Careers Preparation Planning Document was prepared. With in-kind contributions from the Portland Public School District, this committee generated the Technical Careers Preparation Planning Document, which launched Roosevelt Renaissance 2000 in March 1990.

Phase 2

The second phase occurred in December 1990 and set the stage for the rest of the project by bringing together a group of people to direct the project. Representatives from the following groups and organizations participated:

- Labor and industry
- Roosevelt teachers and administrators
- Bureau of Labor and Industry
- Portland Public School District
- Students and parents

Their meeting was organized around two major activities:

- A project planning seminar in which a nationally known consultant discussed project management, goal setting, and ways to generate innovative ideas.
- An all-day planning retreat and brainstorming session to identify goals and objectives. During the retreat, the group elected the Advisory Committee chairman.

Since December 1990, people from these groups as well as Roosevelt teachers and administrators have worked together, volunteering thousands of hours toward the common goal of restructuring Roosevelt's curriculum.

In January of 1991 the program formed three of many teams that are important to the success of this project:

- A restructuring team
- A teacher internship team
- A public relations team

The restructuring team concerns itself with curricular matters. It is made up mostly of Roosevelt faculty members, but also includes employers.

The teacher internship team focuses on developing a summer internship program that gives teachers work experiences with a variety of employers. This helps faculty learn about career paths and prepares them to guide students in making career choices. The teacher internship team is comprised of Roosevelt faculty and industry representatives. The public communications team has been primarily concerned with developing a plan to educate the community about the mission of the project and to cultivate support, internally and externally. It is led by public relations and marketing professionals, and includes parents and teachers as well as representatives from the community and Portland Public Schools. This team prepared a thorough plan that was in place before the details of the curriculum changes were worked out.

Phase 3

In the third phase, members of the restructuring team investigated similar programs that had already begun. They also looked at research in the area of high school curriculum reform. After that, they identified pathways in which careers would be grouped. Roosevelt Renaissance 2000 sent teams of teachers to:

- Woodland High School in California
- Mt. Edgecomb High School in Situ, Alaska
- Schenley High School in Pittsburgh

Teams also examined programs that were being started elsewhere in Oregon. One team looked at the integration of the English curriculum with applied learning at McKay High School in the Salem-Keiser school district. Another looked at how students' work experiences are linked to their course work at Hillsboro High School. And yet another studied reports of other programs and research conducted at the National Center for Research in Vocational Education in Berkeley, California. Representatives from Roosevelt Renaissance 2000 have participated in numerous conferences, seminars and workshops including:

- the Conference on Integrating Vocational and Academic Education held in Beaver Creek, Colorado in August 1991
- the American Vocational Association Conference held in Los Angeles in December, 1991
- two "Work Now and In the Future" conferences, held in Portland in November 1990 and 1991.

Teacher Internships

Because few teachers have the opportunity to experience life in the business sector, teacher internships were established. Last summer eight teachers interned in businesses related to the Roosevelt Renaissance 2000 career pathways. These teachers earned credits at Portland State University and are now training their colleagues. By the end of next summer, teachers from each career pathway will have interned at businesses within that pathway. Last year's teachers interned at:

- Boeing, an aerospace company
- Providence, St. Vincent and Good Samaritan hospitals

- Metropolitan Electrical Contractor's Association, a labor union
- Portland General Electric, a utility company
- Tektronix, In Focus Systems and Wacker Siltronics, high technology companies.

Pathways

All this research, personal experience and input from industry gave the Roosevelt teams insight in identifying career pathways that will provide the focus of the new curriculum. To clarify the terminology, a pathway is an area of economic growth in which several different career opportunities are and will be available. During 1990-91 Roosevelt teams that included industry representatives and teachers identified six pathways:

- Information Systems and Processing: This includes data processing, telecommunications, computer technology and office jobs.
- Health and Human Services: This includes health care professions.
- Manufacturing Technology and Engineering: This includes electronics, construction and metal fabrication.
- Natural Sciences and Resources: This includes environmental services, resource management, fisheries and wildlife.
- Professional, Public and Commercial Services: This includes banking, retail, and services needed by government and the public sector.
- Trade and Tourism: This includes import/export and hospitality.

Careers in Pathways

Let me be more specific about which careers are in these pathways. Take the health and human services pathway. Here a number of career opportunities exist:

nurse's aid, registered nurse, doctor, optometrist, pharmacist, emergency medical technician, and nutritionist, to name a few.

In manufacturing technology and engineering, careers exist for tool and die makers, metallurgists, welders, technicians and electricians.

In information systems and processing, career opportunities include computer programmers, records technicians, bookkeepers, accountants and auditors.

These are just a few of the careers that will be open to Roosevelt students in three of the pathways.

Phase 4

With the problems identified and a consensus reached on the direction of a solution what comes next? The fourth phase involves designing Roosevelt's new curriculum. It will combine today's academic program with the career-oriented, applied learning approach just outlined. Applied learning will feature hands-on, project-oriented assignments in which students learn the skills relevant to a career and are assessed on the basis of their competency in the those skills.

Initially, the curriculum will seek to build a foundation of basic skills (reading, writing, mathematical literacy) while instilling responsibility, self-esteem and work ethic behaviors such as attendance and punctuality. Second, it will give every student a skill set. Thinking skills such as how to understand complex relationships, how to acquire and use information, and how to understand new technologies will be valuable no matter which career path a student selects. The program will help each student develop interpersonal communication skills, much sought after by today's employers. Third but not least, Roosevelt teachers will provide career planning and guidance for all students.

It is interesting to note that when Roosevelt 2000 teams talked to companies to find out which skills are most important, employers did not list career-specific skills. Rather, they want employees who are responsible and flexible, and have good communications skills. They want employees who can think through problems, devise solutions and make decisions. Above all, they want employees who can work in teams.

To ensure that every student learns the basic skills and is held to rigorous intellectual standards, Roosevelt will establish a Certificate of Initial Mastery, or CIM -- an assessment that every student must pass. This curriculum structure implements Oregon's educational reform legislation.

Certificate of Initial Mastery

Every Roosevelt freshman beginning in September 1993 will be measured against the standard set by the Certificate of Initial Mastery. Each freshman will also receive an individual education plan. Because the goal of this program is to educate students, not merely test them, students will have repeated opportunities to earn their CIM during 9th and 10th grades.

Certificate of Advanced Mastery

The new Roosevelt curriculum will also include a Certificate of Advanced Mastery, or CAM. In the 11th and 12th grades, students will concentrate on their chosen career pathway, culminating in earning the CAM. This certificate will establish rigorous standards for a higher level of performance in academic subjects as well as competency in career-specific skills. Achieving the CAM will help students prepare to enter the work force or further training by giving them the foundation skills in their chosen career area. The CAM will also ensure that a student is prepared to enter post secondary schools and colleges.

The skills and level of competency that must be demonstrated in order to earn a CAM will be determined by input from the career pathway teams. These teams include industry and labor partners, secondary and post-secondary teachers, professional technical specialists from Oregon's public agencies and Portland Public Schools, parents, and students.

Phase 5

The fifth and final phase of Roosevelt Renaissance 2000 is implementation. As I have already mentioned, this begins in September 1992. Let me close by outlining the consequences we envision.

The program will have an impact on the community:

- Area employers will see an influx of competent entry-level workers, resulting in increased productivity, higher product quality, and a gain in marketplace competitiveness.
- Parents and guardians will participate with students in decision-making at successive crossroads in students' career pathways, leading to a more cohesive home life.
- The Roosevelt neighborhood will experience a resurgence of community pride as its children graduate in higher numbers to better futures.

The program will also affect the Roosevelt High School staff:

- The staff will become empowered as they rewrite the curriculum and create programs, lessons, and a better school environment.
- They will feel a sense of meaning as they restructure the school and fulfill their mission as educators.

- They will form lasting partnerships with employers as they jointly evaluate the effectiveness of classroom instruction, techniques, and ways to improve students' work-experience opportunities.
- They will regularly upgrade their awareness of post-secondary training programs through community colleges and private industry -- and will ensure that the Roosevelt curriculum meets the requirements of such programs.

And finally, Roosevelt Renaissance 2000 will have an impact on students:

- Students will become more excited about basic academic subjects and perform better in work experiences as they learn the relevance of one to the other.
- Students will be able to gauge how they are progressing in their school-to-work transition through feedback from on-the-job experiences.
- Every student will qualify for meaningful, well-paying jobs with a future growth path, or will embark on a path of further-education and training.
- More Roosevelt students will graduate. And they'll graduate with an understanding of the importance of life-long education.

My colleague [name] from the Portland Public School Board will provide more details of the program's implementation.

Speech # 2 (Second Draft)

THE ROOSEVELT RENAISSANCE 2000 CURRICULUM

The Curriculum

For students entering Roosevelt High School in September 1992 the milestones in their education will be:

- o Selecting a career path
- o Earning a Certificate of Initial Mastery
- o Earning a Certificate of Advanced Mastery

But how will they spend their time on the way to those milestones? To put it another way, how will the curriculum be structured?Briefly, freshman students will spend most of their time on basic skills and part of their time on career pathway exploration, culminating the year by choosing a career pathway.

During the sophomore year, half their time will be spent on basic skills. One third of their time will be spent on applied academics, which means the integration of basic skills with skills used in career pathways. The remainder of a student's time will be spent on skills specific to a chosen career. The year will culminate in earning the CIM.

In the junior year, a student will have fewer courses in basic skills since most students will have earned a CIM. There will be courses for specific career pathways and structured work assignments will begin. Courses in basic skills will integrate academics with pathway-related assignments. One-third of a student's time will be spent on basic skills, one-third on applied academics, and the remaining one-third on career pathway courses and work experiences.

A senior will be spend one-third of their time on applied academics, and the remainder on basic skills, career courses, more structured work experiences, and community college or college preparation. Seniors will probably take courses within their career path at a community college, OR take courses to meet college requirements. The senior year culminates in earning the Certificate of Advanced

Mastery. Seniors will have completed a portfolio, which includes project assessments and recommendations from employers.

Restructuring for Career Pathways

From the teachers' viewpoint, one fundamental change brought by the Roosevelt Renaissance 2000 program will be their dual status as part of a career pathway and an academic department. A math teacher, for example, may also be involved with the Information Systems and Processing pathway. We believe this interdisciplinary status of teachers will lead to integrated input for each career path. Pedagogically it will place teachers in a position to illustrate instruction of basic skills with examples from careers and vice versa. In essence, it will make basic skill instruction relevant to students by relating to applications in careers.

Career Exploration: The First Year "Focus on Freshman" Course

Social studies courses will be used for career pathway explorations. Freshman social studies teachers will all be team teaching the six freshman social studies classes, partly to reinforce the value of organized work and learning. Students also will work in teams throughout the year, and each team will be dependent on another team for completing the project. Students will earn a half unit of career education, which is required for graduation in Oregon, and a half unit of elective credit.

The Students' View

From the students' viewpoint, probably the most important change to the freshman year at Roosevelt will be the introduction surveys of career paths and the teaching of essential learning skills. Students will investigate each pathway to discover:

- Career possibilities within that pathway.
- Opportunities for further education in each pathway.
- Skills necessary for success in each pathway.
- Current issues in each pathway.
- Behavior necessary for success in the future -- team work, adaptability, work ethic, and problem-solving.

Exploring career paths will involve six year-long projects, one for each pathway. Each project will in turn have six steps in the form of a learning experience. Students will participate in one step on each of the six projects, thus being exposed to some aspect of each pathway. Teachers running a project will stay with that project while students transfer from project to project. Students will also work with all the freshman social studies teachers in a team teaching approach.

This will help students understand something about each pathway and see which pathway interests and motivates them most. Students will experience every step in completing a project. Because each step will be in a different path way, students will gain a good understanding of each career area.

Students will explore opportunities in career pathways by participating in hands-on, task-oriented projects that will give them a chance to learn and practice real world work place behaviors and skills. Activities may include visiting work sites or inviting business people to Roosevelt to explain some aspect of their work. In the first step of the project, for example, a business person might explain how businesses typically start projects. Let's take an example of a project that might be in the health and human services pathway. Let's say the project is to survey the health needs of students at Roosevelt:

- The first group of students may work on setting a goal for the project, thus learning about the goal setting process and its value -- while learning about the health and human services field.

- The second group of students may then investigate how to achieve that goal, thus experiencing problem-solving and perhaps brainstorming methods and their value. Again, this group would be exposed to the health and human services field.
- The third group may develop the survey itself.
- The fourth group may administer the survey and tally the results.
- The fifth group may analyze the results.
- The sixth group may present the results to the student body.

Each activity in each step would impart the value of many work-related skills such as research, organization, presentation, project management skills while exposing every student to aspects of the field. Remember that the group of students participating in the first step of the health and human services project would proceed to the second step of the project in one of the other pathways, and so forth. This allows each student to understand something about each pathway in one academic year.

Now that you have an idea of what is to be done, here is what Roosevelt High School expects to accomplish by this key curricular change. Students will:

- Recognize their own strengths and weaknesses and be able to apply this knowledge to future life choices.
- Understand the skills necessary for success in a career and the work place generally.
- Select a career pathway.

Advocates and Mentors

In the new Roosevelt curriculum there will be advocates and mentors. Teachers will take on the role of advocates and employers will take on the role of mentors.

Every student will have a teacher advocate starting their freshman year and continuing throughout their four years at Roosevelt. Each teacher will be an advocate for three students and remain their advocate for all four high school years. Students will meet with their advocate twice a month for about 15 minutes. In addition, advocates will phone parents once every other month for 10 minutes. The purpose is to get the parents involved in their child's education as well as keeping the advocate abreast of developments in the home that may affect a student's learning.

Mentors

Every student will have an employer mentor starting their sophomore year. Once pathways are chosen, students will be matched up with employers in their pathway. These one-on-one relationships will aid in learning as well as helping students stay focused on their career goals. While employers have the skills necessary to talk to students about careers, they may lack the skills needed to relate to teenagers effectively. The Business Youth Exchange has a training program for mentors and has made it available to Roosevelt. The Business Youth Exchange will also help match up an appropriate mentor with each student. Mentors will help students through structured, real work experiences. In addition to mentors, work experience aspects of the program will include:

- Field Trips: Each student will participate in at least two career oriented field trips each year.
- Job Shadows: All students will conduct job shadows throughout their four years of high school. "Job shadow" means following an employer around the work place for one day.
- Work Experiences: Each junior and senior will participate in one structured work experience per year, and will receive school credit for

it. They will apply and interview for these positions, in much the same way they will pursue jobs after graduation.

Roosevelt will hire a career coordinator whose job it will be to:

- o Identify relevant job shadowing opportunities.
- o Develop a process for matching students with job shadowing opportunities.
- o Coordinate employer mentor programs.
- o Match individual students with individual mentors by January 1993.

Roosevelt's students will be required to maintain a portfolio of self-assessments of job shadows, informational interviews, internships, and summer jobs.

How to Run a Project Like This

How does one get this kind of project off the ground? Primarily with an extraordinary level of commitment from employers, parents, students, teachers, and school administrators. The commitment we've received is evidence of the need for change and the belief that we will succeed.

Linking Business and Education

Representatives from labor, industry and public sector employees provide a direct link between the educational system and the employment sector. Maintaining a large pool of such representatives is a key strategy for the success of the Roosevelt Project. Why is involvement by employers crucial to the success of Roosevelt Renaissance 2000? Because they work in the environments that the Roosevelt project will explore. They offer a perspective of the culture in which Roosevelt students will spend most of their lives. They know the kinds of skills needed today and how those skills will likely change in the future. Their participation is essential to developing a realistic curriculum. With their participation, we will be able to

graduate students with standards recognized by business and labor as well as post-secondary apprenticeship programs. Their involvement in the new curriculum is essential to prepare students to succeed in the 21st century work place.More specifically, business people will be a key resource for implementing a number of the Roosevelt project's needs, including:

- On-site tours
- On-site business experiences for teachers
- Equipment for training
- Jobs for students
- Transportation to job sites
- Knowledge of the changing work place and technological advances
- Classroom speakers

Business volunteers at Roosevelt have included representatives from:

- The International Brotherhood of Electrical Workers, Local 48
- The Bureau of Labor and Industry
- Waggener Edstrom Public Relations
- Cellular One, a communications company
- Business Youth Exchange
- Portland Public Schools
- Arthur Andersen & Co., a leading accounting firm
- Individual consultants volunteering professional services in organizational development, business planning consultation, team-building and grant writing.

As a result of the joint faculty and employer efforts toward planning for Roosevelt Renaissance 2000, there are two current programs in place and plans for many more next year. It's important to note that some of these programs have been unexpected outcomes, due solely to the excitement and enthusiasm created since

Roosevelt began working with the employer community. For example, two programs that involve employers teaching at Roosevelt have already begun:

- The Freshman Forum. Once a month, Portland employers come to Roosevelt to conduct small-group seminars on career and life skills issues. One seminar, for example, was aimed at helping ninth-grade girls develop the skills needed to conduct informational job interviews and learn how to make the contacts necessary to explore career options.
- Career Speakers. This year's social studies classes have included employers talking about career planning and making good career choices.

Roosevelt's plans for 1992-93 school year include:

- Developing work place skills. As the curriculum becomes more project-oriented and focuses on the world of work, employers will participate in teaching work place skills.
- Informational interviews. This extensive program provides numerous opportunities for students to conduct informational interviews and gain perspective on the world of work.

The Teams

Numerous teams have been in place to conduct the research and the activities that have brought Roosevelt Renaissance 2000 to where it is today. Most teams include a mix of employers, teachers, parents, students, and other community representatives. Virtually the entire Roosevelt staff is involved in Roosevelt Renaissance 2000:

- Currently, 90% of the teachers are serving on at least one team.

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- Up to two union representatives
- A representative from Portland Community College
- One career counselor
- Up to three parents
- Up to two students

Parent Involvement Team

A key part of Roosevelt's success is involving the parents from the entire Roosevelt cluster. From the beginning, there have been three dedicated parents representing the parental community and actively involved in project activities. These parents -- and others who have since become involved -- are spearheading the effort to involve more parents, and the faculty is working with them toward this end. Activities have included:

- Researching other programs that have successfully involved parents.
- Developing a public relations plan that addresses parents' concerns.
- Holding open forums for parents of middle school students.
- Incorporating parents into existing teams, working with the faculty and business representatives.

Plans are underway to recruit more parents for the Parent Involvement Team. Parents must participate and believe in the Roosevelt Renaissance 2000 curriculum in order for it to succeed. Furthermore, parents are in the best position to instill in their children the value of education and the importance of learning the necessary skills that the program will teach. We expect more parents will take the time to get involved once the program is underway.

These teams are involved in:

- Developing curriculum for the pathways.
- Determining the types of classes offered within each pathway.

- Defining staff development needs to enable teachers to effectively guide students through these career pathways.
- Creating a Certificate of Advanced Mastery for each pathway.

The 2020 Site Committee

This committee coordinates activities supported by Oregon House Bill 2020. This legislation gives teachers funds to investigate and carry out school improvement projects that give faculty members greater responsibility and accountability. The committee consists of teachers, a principal, classified district employees, administrators, and parents.

Public Relations Team

The Public Communications team's overall charter is to educate the community about Roosevelt Renaissance 2000 and to cultivate support. The team has laid out a comprehensive public relations program to increase the program's visibility. The program calls for a variety of communications vehicles, including presentations, written and audio-visual materials, special events, press coverage and public meetings. This committee has proactively addressed concerns that Roosevelt Renaissance 2000 will be a "blue collar track." It has also increased awareness that future jobs will require highly technical skills.

Key Functions in the Program's Development

To make Roosevelt Renaissance 2000 succeed, certain key functions had to be filled. The first was a project manager/coordinator. This had to be a full-time person with professional experience managing large, complex projects. It has to be someone who can work with a wide variety of people and organizations. Someone who has the ability to establish rapport with faculty as well as employers.

A business liaison is needed to mobilize business and industry involvement. This involves recruiting and coordinating volunteers from the business community. The liaison also solicits the active cooperation of government agencies and resources. Portland Public Schools provided a business partnership manager to fill that role. It also provided representatives from key departments, such as the Career Technical Professional Department. In Roosevelt's case, this department made Carl Perkins funds available for program research.

A strong program chairman to articulate a vision and lay out a strategy to move toward it is essential. This person must have the passion and strength to motivate others through the long and arduous path of educational reform. At Roosevelt, we were fortunate to find such a volunteer. Our chairman is a long-time Oregonian and a vice president at an Oregon-based high technology company.

Representatives of post-secondary educational institutions must be involved early in the process to ensure coordination. Community colleges can provide job training and students can take classes there in their pathway to earn a Certificate of Advanced Mastery. Professors and students from Portland State University's Department of Education go to Roosevelt High School to conduct courses for teachers in curriculum writing.

First-rate public relations professionals have made a significant contribution to moving Roosevelt's program forward. Success in implementing a major curriculum revision requires PR professionals, particularly when the program is leading the way in a public school district. Roosevelt High School is fortunate to have several volunteers from both the private and public sectors.

Collaboration with a skilled grant writer is necessary to acquire funding. Roosevelt Renaissance 2000 has received four grants amounting to $230,000 from state, federal and private sources. The more skilled the writer, the better the odds when competing for funds.

Consultants to assist in team-building, project management, and organizational development and change are all helpful. These people will often volunteer their time and skills, in whole or in part, as they have for us.

Wrap-Up: The Roosevelt Renaissance 2000 Vision

With the support of qualified professionals -- both paid and volunteer -- Roosevelt High School has built a solid foundation for future growth. By 1996, Roosevelt graduates will be prepared to pursue a career of their choice -- whether that means further technical training, a four-year college program, or an early place in the work force. By 1996, more students will walk out Roosevelt's doors as graduates, and fewer as dropouts. These graduates will have a better understanding of the work place and a broader range of skills. The will face the future with confidence. And they'll have the tools to continue life-long learning.

OVERSIGHT HEARING ON STATE SCHOOL-TO-WORK TRANSITION PROGRAMS

WEDNESDAY, JUNE 17, 1992

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The subcommittee met, pursuant to call, at 10:10 a.m., Room 2261, Rayburn House Office Building, Hon. Carl C. Perkins, Chairman, presiding.

Members present: Representatives Perkins, Olver, and Gunderson.

Also present: Representative Roukema.

Staff present: Omer Waddles, counsel/staff director; John Fitzpatrick, clerk/legislative analyst; Mary Gardner Clagett, professional staff member; and Jo-Marie St. Martin, education counsel.

Chairman PERKINS. At this time we would like to have the Employment Opportunities Subcommittee hearing come to order, please.

As the United States prepares to enter the 21st century, we are faced with the challenge of adapting our workforce into a highly trained, flexible pool of workers able to adapt to the evolving needs of industry. A revolution in how we view worker training and education will be necessary if the U.S. is to remain competitive in the global marketplace. School-to-work transition programs offer the chance to harness the abilities of our noncollege-bound youths in a structured system leading to skill certification and ultimately a good job in a growing field.

In our last hearing we examined four exciting programs taking place at the local level. One common theme which emerged was the importance of bringing different groups together. We heard that the most successful programs were the ones which brought industry, labor, and education to the table early on in the discussion and solicited input from these diverse points of view. These separate groups operating at the local level were able to overcome the tensions and suspicions we often see concerning these issues.

Today we will look at several of the most progressive States in the country in this area and hear how they are establishing systems to better serve the noncollege-bound youth, the forgotten half. We will hear from representatives from Maine, Oregon, and Wisconsin this morning, three States from distinctly different regions of the country. There is a great deal of diversity at the State level

where each State is creating a system which will fit the unique needs of its own industries, workers, and employers.

As Congress develops guidelines for school-to-work transition programs, we must look to labor for technical expertise and take advantage of their practical, hands-on experience in training young people for the labor market. As we strive to create new systems of youth apprenticeship, we must protect the existing apprenticeship programs and try to build off and link them to the new programs we will establish for students. High standards, accountability, and the guarantee of a portable, certified credential upon successful completion are the hallmarks of existing apprenticeships.

As Congress develops comprehensive legislation, we need to examine some of the legitimate concerns which have been raised about school-to-work transition programs. We need to ensure the health and safety of our youngsters as well as the jobs of existing workers. The recent events in many of our Nation's cities offer stark evidence of what the future holds unless we can break the cycle of hopelessness and poverty too many of our young people are stuck in.

I applaud the efforts of my friend and colleague, Mr. Gunderson, for his efforts in crafting legislation in this area. I am also pleased to welcome Congressman Tim Valentine, and a little bit later on, I think, Congressman Dave McCurdy is going to be joining us. I will be working closely with Congressmen Gunderson, Valentine, McCurdy, and others as I develop my own legislation that will be introduced in the next couple of weeks.

We would also like to welcome our former colleague on the House Education and Labor Committee, now Governor of Maine, Jock McKernan—John—it is good to have you with us this morning.

My bill will include important pieces from their legislation and more ideas from other members whose work on this issue precedes my own involvement. I look forward to hearing from Bob Jones from the Department of Labor, whom I have worked with on a variety of issues as Chairman. I know the Department has been involved in funding State projects in this area and recently conducted a series of public hearings on school-to-work transition as well as currently assisting with the President's youth apprenticeship legislation.

As we proceed with the hearing today, I hope the witnesses will address some specific questions. First, how do we encourage other States to follow your lead and begin to develop their own school-to-work transition systems? Second, having been involved at the State level in the creation of successful programs, how did you build a working coalition of industry, labor, education, and the State? Finally, what mistakes did you make that we at the Federal level might learn from? We look forward to your testimonies this morning and anticipate learning how the Federal Government can help States develop successful school-to-work transition programs.

[The prepared statement of Chairman Perkins follows:]

STATEMENT OF HON. CARL C. PERKINS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF KENTUCKY

As the United States prepares to enter the 21st century, we are faced with the challenge of adapting our workforce into a highly trained, flexible pool of workers able to adapt to the evolving needs of industry. A revolution in how we view worker training and education will be necessary if the U.S. is to remain competitive in the global marketplace. Many of us believe the transformation must begin with the way we educate our students, especially the 50-75 percent who do not attend or complete college. To neglect the potential of this portion of our young people is to doom our Nation and the majority of its population to second class status. School-to-work transition programs offer the chance to harness the abilities of our non-college bound youths in a structured system leading to skill certification, and ultimately a good job in a growing field.

In our last hearing we examined four exciting programs taking place at the local level. One common theme which emerged was the importance of bringing different groups together; we heard that the most successful programs were the ones which brought industry, labor, and education to the table early on in the discussion, and solicited input from these diverse points of view. These separate groups operating at the local level were able to overcome the tensions and suspicion we often see concerning this issue.

Today we will look at several of the most progressive States in the country in this area, and hear how they are establishing systems to better serve their non-college bound youth, their "forgotten half." We will hear from representatives from Maine, Oregon, and Wisconsin this morning, three States from distinctly different regions of the country. There is a great deal of diversity at the State level where each State is creating a system which will fit the unique needs of its own industries, workers, and employers.

We will hear how States on the cutting edge of school-to-work transition have overcome the historical barriers between industry, labor, and education, and arrived at a consensus on a statewide system to reach out to non-college bound youth.

This morning we have a representative of the building trades joining us from the United Brotherhood of Carpenters and Joiners. As we begin to encourage the development of school-to-work transition programs, it is my desire that Congress look for guidance to the groups who have the longest history of operating apprenticeship programs, the construction and building trades. Union-operated apprenticeship programs have for generations invested time and money in training non-college bound youth for productive careers.

As Congress develops guidelines for school-to-work transition programs, we must look to labor for technical expertise and take advantage of their practical, hands-on experience in training young people for the labor market. As we strive to create new systems of youth apprenticeship, we must protect the existing apprenticeship programs, and try to build off and link them to the new programs we will establish for students. High standards, accountability, and the guarantee of a portable, certified credential upon successful completion are the hallmarks of existing apprenticeships. We can develop a uniquely American brand of school-to-work transition by not only borrowing ideas from European models, but also taking a long, hard look at the only successful programs we have operating in our own country.

As Congress develops comprehensive legislation we need to examine some of the legitimate concerns which have been raised about school-to-work transition programs. We need to insure the health and safety of our youngsters, as well as the jobs of existing workers. The recent events in many of our Nation's cities offers stark evidence of what the future holds unless we can break the cycle of hopelessness and poverty too many of our young people are stuck in.

It would be unrealistic of us in creating national legislation to not include all interested parties in its development. I applaud the efforts of my friend and colleague, Mr. Gunderson for his efforts in crafting legislation in this area, and I look forward to working with him in developing a bipartisan proposal. I am also pleased to welcome Congressman Valentine and Congressman McCurdy as witnesses this morning. I will be working closely with Congressmen Gunderson, Valentine, McCurdy and others, as I develop my own legislation which will be introduced in the next 2 weeks. My bill will include important pieces from their legislation, as well as ideas from other members whose work on this issue precedes my own involvement. I also look forward to hearing from Bob Jones, from the Department of Labor, whom I have worked with on a variety of issues as Chairman. I know the Department has been involved in funding State projects in this area, and recently conducted a series

of public hearings on school-to-work transition, as well as currently assisting with the President's Youth Apprenticeship legislation.

As we proceed with the hearing today I hope the witnesses will address some specific questions. First, how do we encourage other States to follow your lead and begin to develop their own school-to-work transition systems? Second, having been involved at the State level in the creation of successful programs, how did you build a working coalition of industry, labor, education, and the State? Finally, what mistakes did you make that we at the Federal level might learn from? We look forward to your testimonies this morning, and we anticipate learning how the Federal Government can help States develop successful school-to-work transition programs.

Mr. Gunderson, do you have an opening statement?

Mr. GUNDERSON. Well, I do, Mr. Chairman, and it's a brilliant opening statement that I think you all will want to read. I'm going to ask unanimous consent that it be inserted into the record because I'm aware that other members, including myself, do want to attend the Yeltsin joint session at 11 o'clock.

So my comments are going to go into the record and allow us to move expeditiously, but I want to join you in welcoming our former colleague and friend, now Governor McKernan, who had enough intelligence to leave before this political meltdown in Congress happened to the rest of us, and I also want to pay special recognition to my colleague from Wisconsin, Mr. Billups, who is here to tell you about one of our most progressive youth apprenticeship programs in the country.

Thank you.

[The prepared statement of Mr. Gunderson follows:]

STATEMENT OF HON. STEVE GUNDERSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WISCONSIN

Mr. Chairman, first I want to thank you for conducting today's hearing on the important issue of developing a national system of school-to-work transition and youth apprenticeship programs. This is the second hearing that the subcommittee has held on this issue, and I hope that it will lead to enactment of enabling legislation this year.

I would also like to take this opportunity to thank those witnesses who are appearing before us this morning. We have a very distinguished group of individuals who will be providing us with testimony here today, representing varied interests in development of Federal legislation in the school-to-work area. We will hear from States who have already led the Nation in development of school-to-work systems; Members of Congress who have developed legislation with the goal of assisting States and local areas to develop these programs; Assistant Secretary Bob Jones, who will provide us with insight on the President's "National Youth Apprenticeship Act" legislation; and representatives of organizations who have been intricately involved in development of school-to-work and youth apprenticeship model programs.

At this point, I would like to pay a very special welcome to two leaders in youth apprenticeship from States in the forefront on these issues. First, I want to welcome back to this committee, my good friend and former colleague, now Governor of the State of Maine, Governor McKernan. We look forward to your testimony, providing us with insight on Maine's efforts to establish a youth apprenticeship program. We also welcome your insight as Chairman of the National Governors' Association's Human Resources Committee, as well as an active member of numerous other commissions dealing with issues of the workforce, on what the role of the Federal Government should be to assist States in development of such programs. I also want to take a moment to welcome Mr. LaMarr Billups, Director of Wisconsin's Apprenticeship Office. Through his leadership, as well as that of Governor Tommy Thompson, State Superintendent of Schools, Bert Grover, and other key State officials, Wisconsin is one of the first States in the Nation to have youth apprenticeship and school reform laws on the books, and programs underway. I want to thank Mr. Billups for coming today, and acknowledge from the start, that the legislation that Mr. Goodling and I introduced earlier this year, H.R. 4976, the "School-to-work Transition and Youth Apprenticeship Act," was built in large part on the Wisconsin Youth Ap-

prenticeship model. I am pleased to note once again, that Wisconsin is taking the lead in the Nation on a truly important issue, that of tying school to the workplace.

As all in attendance here today are aware, the U.S. educational system does not adequately prepare our Nation's youth for the workplace. While only 50 percent of U.S. youth go on to college, and only 20–25 percent of all youth complete 4-year degrees, U.S. schools continue to be disproportionately geared toward meeting the needs of the college-bound. Very little attention is paid to bridging the gap between school and work.

Today's hearing should provide us with a great deal of information as to what exactly is needed to develop a comprehensive and effective school-to-work transition program in the United States. We should also determine how far we should go in development of a national youth apprenticeship system, and related to both of these areas, the direction we should take in development of national, industry-recognized skill standards.

I want to take a moment to recognize the President's and the Department of Labor's efforts in this whole area of school-to-work transition. It has largely been through DOL's youth apprenticeship demonstrations, and theirs and the Education Department's efforts to identify the skill standards needed in today's workplace, that we have learned of the importance of developing a national school-to-work system, with the attainment of applicable skill standards. The President's "National Youth Apprenticeship Act" legislation that we will be hearing about more from Secretary Jones, is right on target. This legislation has the goal of ensuring that high school participants receive academic instruction, job training, and work experience, resulting in not just a high school diploma, but also a portable certificate of competency. This sort of a program would enable youth to qualify for a postsecondary program, a registered apprenticeship, or employment at program completion. In fact, the bill which Mr. Goodling and I introduced earlier this year, as well as those measures developed by the members represented here today, work to develop school-to-work systems with very similar goals to those listed above. Enactment of such Federal legislation would enable States and local areas to develop a system throughout the country whereby both college-bound and non-college-bound youth are treated equitably in our Nation's schools. A system in which the U.S. will gain through preparation of the Nation's workforce, thus increasing our ability to compete in the international marketplace.

I commend all who testify here today on the hard work that they have already put into this effort. I look forward to hearing your testimony, and welcome your recommendations on where we should go with Federal legislation in this area.

Chairman PERKINS. Thank you, Steve.

Congresswoman Roukema, do you have an opening statement this morning?

Mrs. ROUKEMA. No, I do not, but I do appreciate being here as a guest today. I am not technically a member of this subcommittee, but I am here because of my longstanding interest in apprenticeship programs, which of course is directly related to your school-to-work transition concepts. There is an essential linkage in my mind between secondary education with which we deal on the full committee and apprenticeship programs.

The second reason that I am here is because of my longstanding respect and admiration for Governor McKernan. You know, Mr. Chairman, and the rest of the panel understands this, but I want everyone in the audience to know, that Governor McKernan has been a national leader—indeed, I think he is becoming an international leader—on the subject of apprenticeship programs and has taken an initiative in his State that is to be admired and respected throughout the rest of the country.

I am here to listen, to learn, and to take back to the other subcommittee the benefits of what we are hearing here today and look forward to this as it should be, on a bipartisan basis, the leading thrust of educational reform. I don't know what we quite mean by "Education 2000" or some of the other concepts. This is something

concrete that, on a bipartisan basis, we can get a hold of now. We cannot wait any longer. We have waited too many decades already.

Thank you, Governor McKernan, for being here today.

Chairman PERKINS. Thank you, Mrs. Roukema, for your opening statement.

At this time we would like to turn initially to our former colleague and now Governor of the State of Maine, the Honorable John McKernan.

John.

STATEMENT OF HON. JOHN R. McKERNAN, JR., GOVERNOR, STATE OF MAINE, AUGUSTA, MAINE

Governor MCKERNAN. Thank you, Mr. Chairman.

Chairman Perkins, Representative Gunderson, Representative Roukema, let me say how much I appreciate the opportunity to testify today on what I think is probably the most critical issue that is facing this country in terms of our competitiveness today, and I want to congratulate all of you in Congress for having the foresight to understand the importance of this issue and to take the steps that this subcommittee is taking.

You have gathered the right people, in my view, for this hearing. Bob Jones, speaking for the administration, clearly has been one of the motivating forces in the executive branch on this issue, and the States that you have represented here as well as Jobs For the Future, which really can give you a good look at what is happening around the States can give you, I think, a better idea of the kind of experimentation and pilot programs that are going on.

I have filed with you lengthy testimony, which you will all be pleased to know that I am not going to read, but I did want to make that a part of the record.

Let me just summarize why I think this issue is so important and what we are trying to do about it Maine.

The first thing to understand is that two-thirds of the jobs that are being created in this country, whether it is in Maine or most other States, require more than a high school education. The problem with that statistic is that two-thirds to three-quarters of the kids who are coming out of our high schools are not even graduating from our high schools and are not going on to postsecondary education. You don't have to be a math major to figure out that that is a prescription for disaster.

We in Maine are trying to do some things about that. We have now increased the number of students who are going on to postsecondary education from about 48 percent to 57 percent. That still means, however, when you figure out our dropout rate plus the number of kids who are not going on to postsecondary education that we have two-thirds of the kids who start in kindergarten who are, in fact, not getting anything past high school at a time when two-thirds of the jobs require more than a high school education.

The question is, what do we do about that?

Since I have been Governor, I have become chairman of a group called Jobs for America's Graduates, a school-to-work transition program, as well as the Education Commission of the States, where we are looking at true systemic reform in education.

The Jobs for America's Graduates Program really gives us an insight into the importance of school-to-work transition. We are able, through the major program that we have in that organization, which is a 12th grade school-to-work transition program for at-risk kids, with the toughest 20 percent of the class, we are able to achieve through 9 months of working with these kids in their senior year a 90 percent graduation or GED rate within 9 months after graduation and an 80 percent successful completion rate with either a job or postsecondary education or the military with these kids.

So it shows that if we are willing as policymakers to focus on this issue that we can make a difference, even as late as 12th grade.

What we have found, however, in the 13 years that this program has been operating in 19 different States and 350 schools is that the idea of a quality job has changed in that intervening 13 years and it is no longer a prudent policy to only focus on 12th graders and move them into the workforce because, frankly, kids need greater skills now than they needed 13 years ago, and therefore we are looking for ways to enhance the skills that these young people have when they move into the workforce.

That brought us to a trip to Germany and Denmark last winter, and we looked at the youth apprenticeship programs in those two countries. I came away with two thoughts that I hope will drive your thinking on Federal legislation. One is the reason that youth apprenticeship programs work in Europe is because of a whole change of attitude. In fact, in Europe what we would view as the noncollege-bound kids are taking courses that are meaningful to them, that are going to lead to something that they actually want to do, whereas if you look at the noncollege-bound kids in this country, the last 2 years, at least, in high school, if not the last 3 years, they are taking courses that, to them, are irrelevant to anything that they want to do and, to most people who would hire them after they finish high school, are irrelevant as well.

So why would any of these kids who are not in the college-bound courses want to do well in school or even want to study? I don't know about the rest of you; when I was in high school, I knew I was going to go to college; there was plenty that I didn't want to study that I did, because I knew some admissions officer was going to be interested in how I did.

Well, kids who aren't in the college-bound courses never had that fear of having anybody look at how they did in any of those courses because they knew that nobody out there really cared how they did either. So the first thing we have to do is realize that we have to make education more meaningful for literally half of our students because today, frankly, it is not.

The second issue that is critical to the success of youth apprenticeship programs in Europe is the fact that people who take that route are respected in their community. They have status for having achieved that apprenticeship certificate.

We came back from Europe saying how could you do that in America. I mean since World War II and the GI bill, we have told everybody in this country that you ought to go to college. It is going to be very hard now, 50 years later, to say, "I guess we were

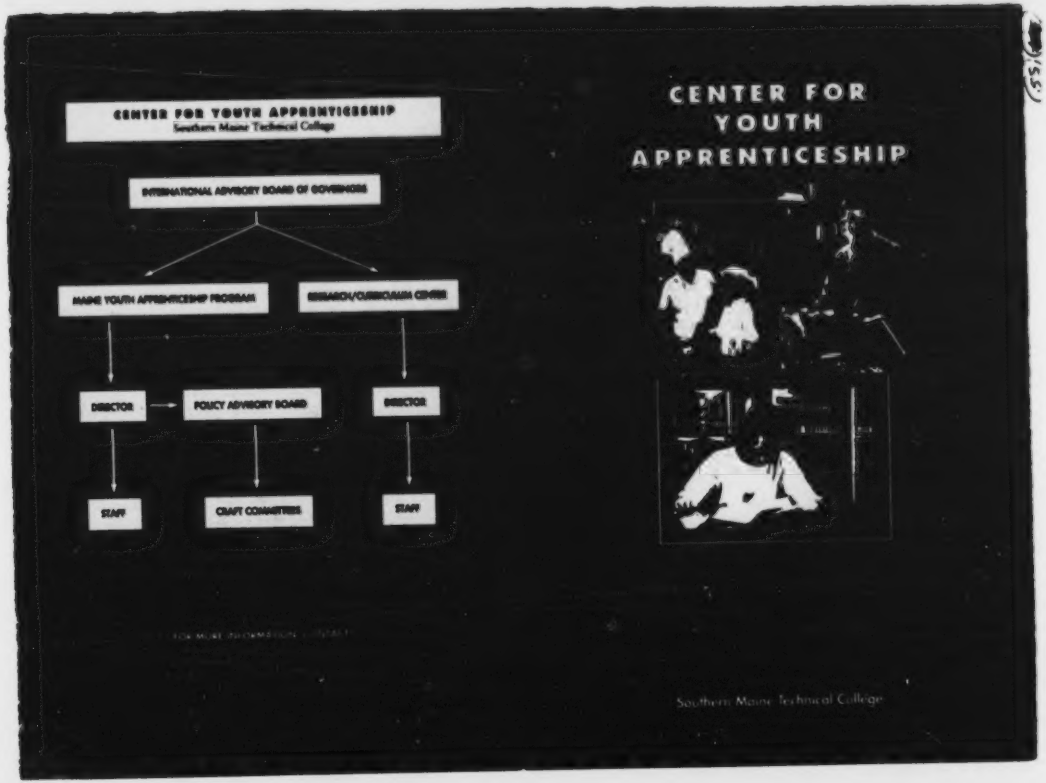
wrong; you don't really have to go to college after all." That is a nonstarter as far as I'm concerned.

We have to find a way to make sure that people understand the importance of education and of lifelong learning if they want to have a successful career in any occupation because what used to be low or unskilled jobs no longer exist and those are all turning into at least semiskilled, if not more highly skilled, jobs to pay the wages that we want to pay in this country.

So when we got back we decided that we had to design a new program, a program that would get at the root of the success in Europe and yet would also Americanize the youth apprenticeship program in a way that allowed us to understand what was happening in America in terms of a changing economy.

I have furnished all of you with this brochure on a program which we established in Maine, a Center for Youth Apprenticeship at Southern Maine Technical College. It describes both the reason this is important as well as sort of a little schematic on how the program works, and I think that is as easy a way to understand what we are talking about, and let me just summarize that for you, because it does get at the Americanization of a youth apprenticeship program.

[The brochure follows:]


CENTER FOR YOUTH APPRENTICESHIP
Southern Maine Technical College
INTERNATIONAL ADVISORY BOARD OF GOVERNORS
MAINE YOUTH APPRENTICESHIP PROGRAM
RESEARCH/CURRICULUM CENTER
DIRECTOR
POLICY ADVISORY BOARD
DIRECTOR
STAFF
CRAFT COMMITTEES
STAFF
CENTER FOR YOUTH APPRENTICESHIP
Southern Maine Technical College

YOUTH APPRENTICESHIP: KEEPING OUR PROMISE FOR AMERICA'S FUTURE

For decades, the American system of education has been hailed as the best in the world. Our college graduates set the world pace for knowledge and skills.

But our education system has not kept pace with the dramatic changes in the workplace and economic markets over the past 30 years. As a result, too many of our youth are forgotten — nearly half graduate from high school ill prepared for work.

At the same time, other nations have harnessed the power of a well-trained workforce to give their citizens prosperity and opportunity.

Maine's Center for Youth Apprenticeship will build the well-educated, high-skills workforce we need to ensure a new century of prosperity here at home.

As business decisions are made on the basis of workforce skills, youth apprenticeship offers us a fresh new approach to training that will revolutionize the way we teach our children.

Our Center will oversee a Maine Youth Apprenticeship Program (MYAP) — offered in 20 percent of Maine high schools in 1993 and statewide by 1997 — and will also include a research arm that can serve as a resource to other states. The research division will develop curriculum, and ensure that Maine's program incorporates the best aspects of apprenticeship plans worldwide.

Maine's Youth Apprenticeship Program includes aspects of the German and Danish apprenticeship systems that have prepared students well for centuries. We draw liberally from business experience and business needs, to make sure that students are trained for jobs that will actually exist. Job specialists from our Jobs for Maine's Graduates program will advise students on occupational opportunities and organize youth guilds, similar to those in the German system, so that apprentices will always have peer support whether in school or at work.

MYAP will offer a three-year apprenticeship beginning in the 11th grade and culminating in a one-year certificate from a Maine technical college and, in the future, other post-secondary institutions. By combining weeks of intensive workplace training with an extended-length school day, we will ensure that students meet the high standards demanded of all Maine high school students — while training them with a skill.

By offering the advantage of one year of college at no cost to the student, we also ensure that MYAP graduates have the opportunity to extend their education as a second-year student at a technical college, or through links with our University system. Our program provides students with the opportunity to learn an occupational skill while continuing their education.

In a world where 85 percent of all jobs will require high skills — but less than half of our students plan to attend college — youth apprenticeship offers a new approach that can break new ground in educating the workforce of the next century. I hope that our unique, Americanized youth apprenticeship design will be considered by other states, and that together we can bring greater opportunity to future generations of Americans.

John R. McKernan, Jr.
Governor of Maine

MAINE YOUTH APPRENTICESHIP PROGRAM

"It's time we commit to preparing the backbone of our workforce — the technicians who work in our offices, our hospitals, our shipyards, our airports — the people who keep our nation running."

- Governor John R. McKernan, Jr.

GRADE 9 — Career Exploration & Regular Academic Program

GRADE 10 — First Semester Regular Academic Program
Testing for Common Core Learning
Focused Career Exploration
Apprenticeship Selection Testing
Apprenticeship chosen

GRADE 11 — Apprenticeship 1st year
20 weeks at High School
30 weeks working for Employer

GRADE 12 — Apprenticeship 2nd year
20 weeks at High School
30 weeks working for Employer
Student receives High School Diploma

Job specialists from the Jobs for Maine's Graduates program will help 9th and 10th graders learn about career opportunities, so they can begin setting education and career goals in high school. These specialists will follow students through their apprenticeship, easing their transition to work.

To be eligible for a youth apprenticeship, 10th grade students must demonstrate a mastery of core skills, including academic skills, motivation, and social maturity, in a test based on Maine's Common Core of Learning.

MYAP is not an alternative education, but rather an equal option for eligible students in all high school programs, including college preparatory, vocational education, and general education programs.

As youth apprentices, students will "earn as they learn", with year-round stipends totalling about $5,000 each year.

"For the sake of the future, of our children and of the nation, we must transform America's schools.... There will be no renaissance without revolution."

— President George Bush

Apprenticeship 3rd year

16 weeks at Technical College

34 weeks working for employer

Student receives 1-year Technical College Certificate & Certificate of Skill Mastery

Graduates continue lifelong learning:

Upgrading skills

Associate's degree

Bachelor's degree

Advanced degree

Students can choose from a variety of occupational options, limited only by employer involvement and job prospects.

A Certificate of Skill Mastery will list the skills possessed by the apprentice. If an employer determines that an apprentice does not meet those standards, he or she can return to school at no cost to the employer or student.

CENTER FOR YOUTH APPRENTICESHIP

The Center for Youth Apprenticeship was established at Southern Maine Technical College in May, 1992. Headed by an International Advisory Board of Governors comprised of distinguished international and national leaders in business, labor and education, the Center is responsible for researching apprenticeship programs in the United States and abroad, and for ensuring that Maine's program is guided by the best methods, principles, and standards being put into practice around the world.

The Center will guide statewide implementation of the Maine Youth Apprenticeship Program and coordinate the program among six regional campuses of the Maine Technical College System. A separate policy advisory board, made up of representatives from business, labor and education, will set statewide performance standards for apprenticeship occupations, and ensure that Maine's Certificate of Skill Mastery is recognized as a guarantee of excellence throughout the state and the region. The Center will also develop curriculum and provide technical assistance to Maine schools to ensure that Maine youth receive the very best apprenticeships possible.

As youth apprenticeship emerges in the United States as an important aspect of education reform and workplace training, the Center will examine ways youth apprenticeship principles and standards are applied and adapted worldwide. We hope other states will look to Maine's Center for advice, research information and program data in designing their own programs.

Governor McKernan. In the 10th grade we believe that kids ought to have to pass a test in order to get into a youth apprenticeship program; it ought not to be a dumping ground. We ought to make sure that kids know how to read, write and think, and once they can demonstrate that, then they ought to be able to move into a program that is going to start to prepare them for the world of work.

We also believe, however—and this is sort of with my education hat on—it is time that in this country we stopped testing kids to find out who weren't going to make it and, rather, tested them to figure out whom we needed to give more help to so they could make it. So that this 10th grade test is one that will be given every year, and you can take it in 11th, 12th, 13th, 14th, 15th, 16th grade, if you want to, and when you pass it, you can then enter this apprenticeship program; you can take it as many times as it takes. We ought to be working with kids to get their skills up if they don't pass it in 10th grade, so they can pass it in 11th grade.

Assuming they pass the test, we will then have an opportunity for kids to enter a 3-year apprenticeship—3-year—11th, 12th, and 13th grade. It will be 20 weeks in school, 30 weeks working for an employer under a 3-year contract, with the school knowing what they are supposed to be teaching the youngster who is doing the apprenticeship and the business knowing what it is that they are supposed to be teaching the youngster while that youngster is an apprentice working toward being able at the end of the 3 years to pass a practicum, a test that is designed by people either in that industry or that occupation group that allows an apprentice to demonstrate that they are, in fact, able to do the work that they are going to get a certificate that says they are able to do.

Where our program really becomes Americanized, though, is that even though in the 11th and 12th grades they will be spending their 20 weeks in school and if they are making satisfactory progress they will receive a high school degree, the 13th year will be a first year of technical college, so that, in fact, the academic work will be done in one of our technical or community colleges instead of in the high school for that third year. At the end of the third year, they will get not only the certificate from the industry group but also a 1-year college degree, which will be half way toward an associate degree in that community college or technical college or perhaps make them a second-semester freshman at the university if they want to transfer over there, because we need to open up new opportunities for young people, not just pigeonhole them in different tracks.

The way we plan on funding this is to have each youngster receive at least the minimum wage. But they would not be considered employees; that money would be paid for the time that they were working—the minimum wage times the number of hours they were working—would be paid to the Center for Youth Apprenticeship. That Center would then distribute the amount of money that they would be earning during that year over 52 weeks to the youngster, so they would be getting somewhere around $88 to $90 a week whether they were working or whether they were in school, because they are now part of a program that they ought to consider to be a 52-week obligation, obviously with vacation but also their

school work being just as important as their work for their employer.

We will then require an increase of about a dollar an hour in the third year. The apprentice might get 25 cents out of that dollar, the other 75 cents going to pay for a free first year of technical college, so that the student never has to pay for any of the education that he or she is receiving, be it in the 11th or 12th grade or in that 13th grade year.

We are going to begin a pilot program with 60 kids this coming fall. We will have 20 percent of our high schools participating in 1993, 50 percent in 1994, 80 percent in 1995, and 100 percent of our high schools in the year that begins in 1996.

Let me just briefly tell you what you can do to be helpful. The administration has been extremely helpful in giving us a grant to begin the work of encouraging employers to participate and to help set the standards for this program. I think that Federal legislation could also be helpful not only to use but in replicating the model and getting other States involved in what, as I have said earlier, I think is the most critical issue to our competitiveness that we face.

First, legislation should encourage flexibility in the delivery system so that States can individualize their programs for maximum results in their particular States. Second, the Congress could help in encouraging the development of national standards for apprenticeship programs across broad occupational lines because, after all, we want to enhance the total skill of the workforce to make sure that we are internationally competitive. Those ought to be national—probably international—standards that are generally agreed upon.

Third, we should encourage links and flexibility between programs in both the Departments of Education and Labor. Without those two Departments working closely together, this will never become a widespread part of our education and training efforts.

Fourth, the Congress should consider incentives for businesses to participate in youth apprenticeship programs and encouragement as well for workers to serve as on-site trainers.

Fifth, Congress may want to consider some changes as well and clarifications in the child labor laws that govern safety standards in the workplace, and particularly around hazardous occupations; I think that needs to be addressed.

Sixth, Congress should encourage research so that our Nation can remain ahead of the curve in education and we can share what we are learning in the different pilot programs.

Seventh—and I think this is an important one, perhaps as important as any of the others—we need to avoid limiting funding for just disadvantaged kids. This ought not to be a program for disadvantaged kids. A program that I chair, Jobs for America's Graduates, does deal with disadvantaged young people, and we are going to be looking at a ninth and 10th-grade program to get those kids' skills up so that they can pass this 10th-grade test. This ought to be a program that is worthy of anyone, regardless of what they might want to do in the future but, rather, is a career option that ought to be respected in our society, and everybody ought to be entitled to try it, and we ought to be using other programs to get the skills of at-risk kids up so they can qualify for this program.

Finally, we need direct links between apprenticeships in our institutions of higher learning if we are serious about creating a society of lifelong learners. I think that Congress can appropriately address many of these issues and give us the leadership that is going to allow more States to start participating, which will benefit citizens all across this country.

I want to just again congratulate the subcommittee for addressing what I think is just a very, very important issue, and I commend the Chairman for his leadership.

Thank you.

[The prepared statement of Governor McKernan follows:]

STATE OF MAINE
OFFICE OF THE GOVERNOR
AUGUSTA, MAINE
04333

JOHN R. MCKERNAN, JR.
GOVERNOR

TESTIMONY OF
MAINE GOVERNOR JOHN R. McKERNAN, JR.

OVERSIGHT HEARING ON STATE SCHOOL-TO-WORK TRANSITION PROGRAMS

SUBCOMMITTEE ON EDUCATION OPPORTUNITIES
COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

2175 RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, D.C.

Chairman Perkins, Members of the Committee, Honored Guests:

I am John McKernan, Governor of the State of Maine. I serve as Chairman of the Education Commission of the States, Chairman of the National Jobs for America's Graduates's program, and also Chairman of the National Governors Association Committee on Human Resources, which oversees education policy for the governors. I also serve as a member of the Secretary of Labor's National Advisory Commission on Work-Based Learning. I would like to thank you for giving me the opportunity to testify before you today. Allow me to begin by commending this Committee and the Congress for working with the States to expand opportunities for all of our youth, and especially those who do not plan to go on to college.

IMPROVING OUR SYSTEM OF EDUCATION

Our system of education in America has for generations been the envy of the world. Not surprisingly, graduates from American colleges and universities continue to set the standard for educational excellence and higher learning worldwide. Sadly, however, only a fraction of our students, about twenty percent, actually complete college.

For many years, that didn't matter. Students who ended their education in high school were able to enter a workforce that depended on hard work but limited skills. They could count on reporting to the mill or the factory in town, and making a good living. And in many ways, our education system was built on the assumption that those students who completed college would create enough jobs to employ those who did not.

In an increasingly competitive global economy, however, it is clear that that assumption is flawed. Too many students fail to see how what they learn in school relates to their future. Those of us who continued our education into college knew that even though one of our classes seemed unimportant, our grades would matter to college advisors and admissions officers. For the eighty percent of students who do not go on to college -- and especially, for the 700,000 who drop out of school each year -- there was no subtle encouragement to do better. For them, education increasingly seem irrelevant, and we have seen it in the results of tests like the Maine Educational Assessment tests, which show a growing knowledge gap between college-bound and non-college bound students.

I believe that for the majority of our students, our education system can, and must, do better.

TRAINING A HIGH-SKILLS WORKFORCE

At the same time, our nation is facing a skills shortage of alarming proportions, and the jobs with which we grew up change before our eyes. Fifty years ago, close to half of the workers in our country worked in manufacturing; today, manufacturing accounts for just over 20 percent of our jobs. More and more repetitive, unskilled jobs are being automated. There is a quickly growing need for occupations that require technical and skill training simply not provided in schools. Of the jobs created in this decade, 75% will require education beyond high school; 85% will require skills that our high schools do not currently provide.

And there are growing signs that business is giving up on our education system. The Magaziner report indicated that 90% of businesses consider a high school diploma as an indication of staying power and applicant reliability, not a demonstration of skills. A survey of corporate human resource officers indicated that only 48% of those surveyed thought their employees could be retrained at all. Clearly, the gap between what our schools teach and what businesses need has grown too wide. Too many employers believe that young people are simply not prepared for entry-level or more technically skilled occupations.

I believe that we must do better at educating our children. More young people need to be given technical skills that can ground them in the labor market while meeting the needs of business. And it is clear that their skills must be measured against specific business and education standards.

BETTER EDUCATING AT-RISK AND DISADVANTAGED YOUNG PEOPLE

I serve as Chairman of Jobs for America's Graduates, which for 13 years has served at-risk and disadvantaged young people. I believe that JAG's experience with more than 100,000 students demonstrates conclusively that our nation can do a better job for at-risk youth. JAG currently achieves a 90 percent graduation or GED rate within nine months of the students' normal graduation for some of our nation's most disadvantaged young people. We assist 80 percent of these young people into either a job, the military, or post-secondary training -- nearly double the rate achieved by similar youth not in our program.

JAG accomplishes all of this at less than half the national average cost of similar youth employment programs, most of which do not offer our nine-months of follow-up. Our research shows that these young people more than repay the complete school and job placement costs of this program, about $2,500, through taxes alone -- and without taking into consideration costs in welfare, juvenile delinquency and other social costs that our society might otherwise have incurred.

JAG's experience shows that we do not need to give up on this generation of youth: intervention as late as the 12th grade can make a decisive difference in educational outcomes. I believe that if we can intervene much earlier -- and if we can ensure educational relevance for all of our youth -- that we can make sure that more young people are trained in the skills they need.

That is why we in Maine have developed our youth apprenticeship model, and why Jobs for America's graduates will be testing our model throughout the nation in its network. I believe that youth apprenticeship is an approach that will meet the needs of our young people and our nation. I believe it is essential to the future of our country.

DEVELOPING THE MAINE YOUTH APPRENTICESHIP PROGRAM

As Chairman of Jobs for America's Graduates, I travelled in January to Europe to study the educational systems in Germany and Denmark. Youth apprenticeship in these nations is a central component of the educational system. When I returned to Maine, I asked Maine Technical College System President John Fitzsimmons, who accompanied me in Denmark and Germany, to work with the Maine Department of Education and Maine Department of Labor to design a youth apprenticeship plan for Maine that incorporates the best aspects of the Danish and German models.

Our design team ultimately included President Fitzsimmons, my Commissioners of Education and Labor, several of their deputies, and representatives of the University of Maine, the Maine State Board of Education, my office, and Jobs for Maine's Graduates. We developed a model based on the Danish and German apprenticeship systems that offer students a combination of classroom learning and real work experience by integrating employers into the school experience. Throughout the design process, our team met and worked with leaders of industry, small businesses, organized labor and teachers unions to make sure that their concerns and ideas were taken into consideration.

Our youth apprenticeship program is driven by several principles:

- The program incorporates the best aspects of the German and Danish apprenticeship systems that have prepared students well for centuries.
- The program offers students an equal option to the traditional, classroom-based education -- not as an alternative to school.
- The program will offer a rigorous course of study demanding a high level of academic, social and motivational skills.
- The program will draw liberally from business experience and business needs to make sure students are trained for jobs that will actually exist.

ESTABLISHING THE CENTER FOR YOUTH APPRENTICESHIP

To administer our program, I established a Center for Youth Apprenticeship at Southern Maine Technical College in South Portland. The Center will be overseen by an International Advisory Board of Governors including state, national and international leaders in education, business, organized labor and government. Our Center will house the Maine Youth Apprenticeship Program, and will also develop statewide performance standards to ensure consistency among apprenticeships offered by varying schools and businesses, and to make sure that our Certificate of Skill Mastery is recognized as a guarantee of excellence.

A Policy Advisory Board, including representatives of state government, higher education, secondary schools, educators, organized labor and others, will set standards based on recommendations of Crafts Committees established in a wide variety of occupational areas. In addition, the Center's research division will investigate other apprenticeship programs in the U.S. and abroad, and recommend incorporation of successful aspects into our program.

OFFERING AN EQUAL OPTION TO YOUNG PEOPLE

Beginning in the ninth grade, every student will begin general career exploration to make sure all students understand the options available to them. Jobs specialists from our Jobs for Maine's Graduates program will advise students in the 9th and 10th grades on occupational opportunities, and help them to prepare for a 10th grade test on core knowledge. This test, based on Maine's Common Core of Learning, will assess a student's academic and work readiness for the program. All students will take the test as part of the Maine Educational Assessment program.

Although only students who successfully complete the test will be eligible for youth apprenticeships, those who fail will continue to be coached until they meet our qualifications, pass the test, and are eligible for the apprenticeship. Of course, students who wish to remain in high school for college prep or tech prep are able to do so.

The Maine Youth Apprenticeship Program itself will begin in the 11th grade. Beginning in July of the junior year, students will begin 20 weeks of training at their high school or regional vocational high school, combined with 30 weeks working for an employer. In addition to more traditional academic courses, students will be exposed to the world of work, workplace safety, and worker responsibilities. On the job, students will continue their education. The employer will share in the role of teacher, helping the student to master a series of specific and fundamental skills.

In the second year (12th grade) of the apprenticeship, students will again spend 20 weeks in class and 30 weeks in the workplace. Upon successful completion of these first two years of the program, the student will receive a high school diploma.

Throughout this program, students will "earn as they learn". Employers will pay at least the minimum wage for the student's 30 weeks in the workplace. This stipend will be paid directly to our program, which in turn will spread payments over the entire 52 weeks of the year. In this way, students will be able to count on a weekly stipend, and will average more than $5,000 in earnings annually.

This financing also will allow the unique third year of the youth apprenticeship -- a "thirteenth grade" without cost to the student or to the state. In the third and final year, students will receive 16 weeks of training at a technical college, and will spend 34 weeks working for their employer. The student will receive a raise in this final year; an additional increase to the employer will pay for one year's tuition at the technical college.

After successfully completing all requirements, students will receive a one-year certificate from the Technical College, and a Certificate of Skill Mastery, listing the skills possessed by the apprentice. The student's skills will be guaranteed by the secondary school and/or the technical college, so that if an employer is not satisfied that a graduate meets the apprenticeship standards, the graduate can return to high school or college without cost.

MEETING HIGH STANDARDS FOR FUTURE PROSPERITY

By combining weeks of intensive workplace training with an extended-length school day, we will ensure that students meet the high standards of all Maine high school students, while training them with a skill as well. And by offering the advantage of one year of college without cost to the student, we ensure that our graduates have the opportunity to continue their education -- as a second year student at a technical college, or through links with our University system. We restore relevance to education, by giving students the opportunity to learn an occupational skill while continuing their education.

We have established a demonstration project that will begin this fall in the Portland, South Portland and Westbrook schools. We will offer these early apprenticeships in machine tool, medical records, and insurance customer service. The following year, we will bring the program statewide in six regional centers serving about 20 percent of Maine high schools. We hope to offer youth apprenticeship as an option in every high school in the state by 1997, and to offer a wide variety of apprenticeship options based on business needs.

Maine has been fortunate to receive several grants to help us develop our program and quickly spread the program statewide. In March, we were awarded an implementation grant by the Council of Chief State School Officers; in April, the President included Maine as one of six states to receive demonstration grants under his Job Training 2000 plan.

ENCOURAGING CONGRESSIONAL ACTION ON YOUTH APPRENTICESHIP

Mr. Chairman, Maine has learned several lessons from our youth apprenticeship design, and I would like to share them with you today. I recognize while you are not preparing any particular legislation today, there are a number of youth apprenticeship initiatives before the Congress. Allow me to offer Maine's perspective on a few options before you:

Delivery System Flexibility

First, any legislation passed by the Congress should allow and encourage flexibility in the delivery system. In Maine, we had the luxury of developing an individualized system that best meets the needs of our youth, while making use of our unified

technical college system. We are able to maximize our resources by making use of this flexibility; any prescriptive solutions legislated by the Congress would hinder youth apprenticeship plans in Maine and elsewhere.

Developing National Occupational Standards

Second, I encourage you to help us in encouraging and developing national standards for apprenticeships across broad occupational lines. We have taken a number of steps to ensure that skills trained in one part of Maine are acceptable in another part of the state; we have discouraged "site-specific" skills that are predominant in "one-factory" towns.

I have also contacted each of the Governors in New England to see what sort of regional steps could be taken to ensure transferability of skills under our program. A similar national effort will allow national credentials and place our nation in the best competitive position, without the myriad variations individual state standards would require.

Encouraging Cooperation between Education and Labor

Third, Maine has been successful in linking the efforts of our departments of education and labor for youth apprenticeship. Our program is not just job training; it is not just education reform. Rather, youth apprenticeship brings real systemic change to education while better preparing our youth. The Congress would do well to encourage cooperation between the U.S. Departments of Labor and Education in this regard.

Engaging Business and Workers

Fourth, we should encourage incentives for businesses to participate in youth apprenticeships and in work-based learning generally -- while at the same time offering encouragement to the workers and "masters" who will lead students in the workplace. In Germany, a system of "meisters" is trained to work closely with apprentices and ensure that students meet specific skills. We need to identify ways to encourage training with those who will work with students in this country.

Amending Child Labor Laws

Fifth, youth apprenticeship will open new doors for many youth, but will also require some specific amendments to child labor laws that govern safety standards for the workplace, particularly around hazardous occupations. The Congress should also encourage rigorous on-site safety inspections to ensure student safety.

With regard to existing laws, the States will need to work with the Department of Labor to establish consistent, long-term standards governing students in the workplace. We need to have written understandings of what is and what is not allowed in the workplace.

Encouraging Additional Research

One of the lessons of our education and training system generally is that we must build change and improvement into our system. Our system must take into account the changes and innovations taking place worldwide -- and rapidly incorporate them into our own system.

The Congress should encourage this research by establishing or funding centers for research that will allow this sort of international and national input. Moreover, as interest in youth apprenticeship grows nationally, regional research centers will prevent wasteful duplication of effort and funding in setting up programs.

Remaining Open to All Youth

Maine's program is designed to encourage participation by all manner of youth -- and is not limited to any particular class or income requirements. I recognize that many funds related to youth apprenticeship and job training are governed by Department of Labor rules that -- rightly -- encourage training of disadvantaged young people.

For youth apprenticeship, however, we need to demonstrate that the program is an equal option open to young people of all incomes and levels of intelligence. Our program simply will not work if it is labeled as a program for the poor or disadvantaged.

Allow me to offer a caveat, however. I believe that our program will ultimately attract many of the disadvantaged and at-risk children we hope to serve -- without forcing it through specific funding regulations. I hope that by keeping this system voluntary, we can ensure that youth apprenticeship prospers as an equal educational opportunity.

Linking Apprenticeships to Higher Education

Finally, allow me to encourage the Congress to set up direct links between apprenticeships and our institutions of higher learning. Since the GI Bill and World War II, we have told our children that the path to prosperity begins with college. Youth apprenticeship and workplace skill training offers many exciting advantages. Any national system must encourage, like Maine's, students to continue their education -- to continue lifelong learning so that they are well-trained for the future.

This is our plan and our experience in Maine, Mr. Chairman, and I appreciate the opportunity to testify today. I would be happy to answer any of your questions.

Thank you.

Chairman PERKINS. Thank you, Governor.

I guess at this time we would like to turn to our colleague and good friend, and my friend on the Science, Space, and Technology Committee who chairs the subcommittee that has some interest in this particular matter, and that is our good friend Tim Valentine from North Carolina.

Tim, would you like to give us your remarks this morning?

STATEMENT OF HON. TIM VALENTINE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NORTH CAROLINA

Mr. VALENTINE. Thank you, Mr. Chairman.

I will tell you in the beginning, I'm pleased to have this opportunity to be here in this rarified atmosphere with the Governor, and I believe that a lot of what I have to say will parallel the statements made by him and will, I hope, give some insights into what some of us believe is the Federal Government's responsibility in this area.

I will attempt to shorten my remarks and ask unanimous consent to insert into the record the statement.

Chairman PERKINS. Without objection, all the statements of the Governor, yourself, and Congressman McCurdy will be inserted into the record.

Mr. VALENTINE. Mr. Chairman and members of the committee, as Chairman of the Subcommittee on Technology and Competitiveness of the Science Committee, we have conducted broad hearings over the past year and a half into this question and have introduced and the Science Committee has passed and presented to your committee H.R. 3507, and that is what I want to talk to you briefly about, and also the philosophy behind it.

We believe that we must begin, that it is past time that we begin, to think in terms of an alternative formal education or formal system to university education which is capable of providing alternative routes to productive careers for noncollege-bound students.

Traditionally, when we discuss education, we talk in terms of a pipeline. Students interested in science entering the pipeline will become highly skilled scientists and engineers at the pipeline's end. Those leaving science and engineering prematurely or those not pursuing this education or those dropping out could be referred to as leaks in the pipeline, and we suggest that a road map approach is a more appropriate metaphor for our education system.

Under this metaphor, there are many alternative routes to many legitimate destinations in employment. We should encourage, we believe, every student to excel in science and mathematics and many other subjects, but we shouldn't suggest to young people that a bachelor's or advanced degree is the only legitimate end for that excellence.

We need to think in terms of a formal system in which government and industry roles are more clear. State governments need to weave our hodge-podge of education programs and policies into coherent statewide systems as comprehensive and interconnected as our best highway systems, and not those resulting in gridlock.

I would say here parenthetically that I have said to my friends who operate the public school system in the State of North Carolina that I believe that the best way that they can serve our State and ourselves—one of the best ways—is to have an ongoing apparatus which functions and is properly financed and has sufficient personnel to find out what is going on in other parts of the country, to be acquainted with programs that the Governor has explained to us rather than to try in so many cases to reinvent the wheel.

Such an approach as we are talking about does not have to be costly, but it does require reform on the part of our State governments to recognize the interconnection of education for workplace preparation, labor for worker enhancement, and industrial needs in furthering U.S. economic competitiveness.

It is for these reasons that some of us introduced H.R. 3507, which I referred to earlier, called the American Industrial Quality and Training Act of 1991. H.R. 3507 is designed to encourage manufacturing and high technology firms to team with institutions of higher learning to train workers in new work organization strategy, total quality techniques, and technician skills.

H.R. 3507 was reported by the Committee on Science, Space, and Technology on November 22, 1991, by unanimous vote and, as I said, reposes here. It establishes a youth technical apprenticeship program to provide training and employment in manufacturing or technology-based firms. This apprenticeship program begins in the junior year of high school and ends with a degree or certificate for a community college. The industrial training is meant to expose the apprentice to relevant work experiences for the program period.

In addition to encouraging statewide education network for unifying technical education and workforce training programs, H.R. 3507 encourages the establishment of a total quality management concept as embodied in the Malcolm Baldrige Award Program to secondary and postsecondary education institutions.

America's changing economy and the high-technology workplace will require a higher skilled worker in years to come. That goes without saying. That is a truism. That is at the core of our ability to turn the tide. "Competitiveness" and the word "quality" I think are interchangeable.

The U.S. must increase its investment in the workplace and the workforce to remain competitive. The practice of quality in the workplace determines to a large degree whether American companies are competitive. Education is absolutely crucial, of course, and industry must realize that the education system is perhaps the most important supplier. We need to establish a new trend of joint partnerships among secondary education, business, and industry, and higher education, and, in the process, try to eliminate the wall that exists, the feeling of suspicion business entertains towards government and perhaps vice versa.

For too many young people we assume failure, and too many young people fail themselves. This must begin to change and to change now if we are to correct the problem that we have talked about. We must ensure multiple routes from high school to higher education, both technical and otherwise, and then on to the workforce, and we need to give our young people a road map, as has

been suggested, and I believe that the legislation which we have introduced, on which I can go into more detail if you require and which I am here to commend to you and to ask you to consider—we have, of course, pride in authorship, but we are more concerned about the product, about what we have put in this legislation, what we have crafted as a result of our hearings, that it appear somewhere in some form so that it can be presented to this body and passed on to the States.

I thank you, Mr. Chairman.

[The prepared statement of Mr. Valentine follows:]

STATEMENT OF HON. TIM VALENTINE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NORTH CAROLINA

Too many high school students see no clear link between good grades and good jobs; or at least they see no well-defined route between the two. Each year, about 50 percent of America's high school seniors terminate their formal education with graduation. Approximately 20 percent of all students never graduate from high school. The dropout rate rises to nearly half the student population in many urban and some rural areas.

Today, half of our high school students are confined to the so-called general track, offering them neither strong academic nor work-based skills.

At best, these young people face low-skill, low-paying jobs following graduation—often for their entire careers. At worst, they face unemployment.

The quality of tomorrow's workforce depends on the high school students of today. For America to remain competitive in the global marketplace, we need not only scientists and engineers, but also highly trained technicians.

We must begin to think in terms of an alternative formal system to university education which is capable of providing alternative routes to productive careers for non-college-bound students. Traditionally, when we discuss education, we talk in terms of a "pipeline." Students interested in science entering the pipeline will become highly skilled scientists and engineers at the pipeline's end. Those leaving science and engineering prematurely, those not pursuing higher education, and those dropping out of high school altogether become "leaks" in the pipeline.

I suggest that a "road map" is a more appropriate metaphor for our education system. Under this metaphor there are many alternative routes to many legitimate destinations in employment. We should encourage every student to excel in science, mathematics, and many other subjects, but we shouldn't suggest to young people that a bachelor's or advanced degree is the only legitimate end for that excellence.

We need to think in terms of a formal system in which government and industry roles are more clear. State governments need to weave our hodgepodge of education programs and policies into coherent statewide systems as comprehensive and interconnected as our best highway systems—not those resulting in gridlock.

Such an approach does not have to be costly, but it does require reform on the part of our State governments to recognize the interconnection of education for worker preparation, labor for worker enhancement, and industrial needs in furthering U.S. economic competitiveness.

It is for these reasons that I introduced H.R. 3507, the American Industrial Quality and Training Act of 1991. H.R. 3507 is designed to encourage manufacturing and high-technology firms to team with institutions of higher education to train workers in new work organization strategy, total quality techniques, and technical and technician skills. H.R. 3507 was reported by the Committee on Science, Space, and Technology on November 22, 1991 by unanimous vote. It has been jointly referred to the Committee on Education and Labor.

It establishes a Youth Technical Apprenticeship Program to provide training and employment in manufacturing or technology-based firms. This Apprenticeship Program begins in the junior year of high school and ends with a degree or certificate from a community college. The industrial training is meant to expose the apprentice to relevant work experiences for the program period.

In addition to encouraging statewide educational networks for unifying technical education and workforce training programs, H.R. 3507 encourages the establishment of a total quality management concept, as embodied in the Malcolm Baldrige Award, to secondary and postsecondary education institutions.

America's changing economy and the high-technology workplace will require a higher skilled worker in the years to come. The U.S. must increase its investment in

the workplace and workforce to remain competitive into the next century. The practice of quality in the workplace determines, to a large degree, whether American companies are competitive in the marketplace. Education is crucial to achieving quality in the workforce. Industry must realize that the education system is perhaps its most important supplier. It must work with schools to ensure that the product it receives meets its needs.

Programs should be developed that address the needs of general track students. At most, only one-third of the money spent on formal worker training programs each year is spent on non-college educated workers, affecting no more than 8 percent of our front-line workers. Two-thirds of all organizations employing production workers provide no formal training.

We need to establish a new trend of joint partnerships among secondary education, business and industry, and higher education. These partnerships must involve shared risks, investments, and management.

For too many young people, we assume failure, and too many young people fail themselves. This must begin to change, and change now. We must ensure multiple routes from high school to higher education—both technical and otherwise—and then on to the workforce. And, we need to give our young people a road map that shows them in clear and unmistakable terms that their hard work makes a difference; that there are strong links between education and good jobs.

Chairman PERKINS. I thank you for your very succinct and accurate comments, Mr. Valentine.

Mr. Gunderson, do you have any questions?

Mr. GUNDERSON. Thank you both very much for your statements, and, Congressman Valentine, I think your program seems to parallel very much the bill that Congressman Goodling and I introduced. Hopefully when our Chairman merges all these bills we will be able to get the kind of bipartisan consensus that will be needed to enact this legislation.

One of the issues that we grapple with—and I will be interested, Governor, in your comments on this—is, how do we deal at the State level with the kind of coordination we want. I mean, very frankly, we want the education agency at the State level involved, we want the industry or labor organization involved, and we try to wrestle as well with, should we give the authority to the governor or give it to the State chief school officer. Any comments on how, at the Federal level, we can make everybody happy as we piece this together?

Governor MCKERNAN. I have some strong feelings on that. Whatever you do, do not give the power to make these decisions to the chief State school officer. I will explain why.

You will recall in my remarks I said that education was a critical part of this program. What we have found as we have talked with people all across our State about youth apprenticeship is that, contrary to what most people think about educators, they have been the most enthusiastic about this program, whether it is secondary educators in secondary high schools or secondary vocational schools.

Our technical colleges, even our private colleges, to whom we hope to eventually expand the program, all think that this is needed, they think that it is critical to lifelong learning, and they think it is critical to a new approach to educating kids that, frankly, our educational system has not had to worry about for 200 years. Now, educators are realizing that they have to do a better job, and they want to do a better job. They aren't going to be the problem, in my view, in making this happen.

The people who are going to be the problem are going to be the business community, and that is why I think it is important to have the chief executive officer of the State have the ability to bang some heads and get the various business groups involved in this program.

We have on our Center the head of our AFL–CIO and somebody from the National AFL–CIO; we have educators, all of whom think this is a great idea and want to work with the business community in setting the right standards so that we are getting the kind of standards that are going to allow businesses to compete.

I see the greatest threat not just in Maine but all across this country to having this actually work as getting businesses willing to be involved enough to set the standards and to be insightful and far-sighted enough to set the right standards that are going to allow them to compete internationally and nationally, and, secondly, to have businesses understand that it is in their best interests to hire apprentices and to get the kind of skilled workers that they have been complaining to us that the current educational system is not providing, and therefore I think it is critical that we continue to explore ways—and I don't have the answer yet—to make sure the business community and the various business organizations are on board and understand the importance and are willing to urge their members to make the initial investment, which I think will pay great dividends down the road but which may look like it is a costly first-year item.

Mr. GUNDERSON. Well, I would like you to reflect a little bit more on that, because I think it is fair to project that Chairman Ford will not move a bill out of the full committee that gives the total authority for State implementation to the governors. For better or worse, I think that is a fact of life. And I guess my question to you in the future is, can we mandate simply that there needs to be joint administration at the State level between the education and the labor divisions within those particular State units of government?

Governor MCKERNAN. I don't think that that is going to be a problem at all, because it isn't going to work unless you require that they work together. We put on our design team somebody from our Department of Labor, our Department of Education, our technical colleges, and our university system, and I think that there is no problem with requiring that education as well as labor be a major part of this. In fact, it has to be if it is going to work, and that is the good thing about the Bush administration right now, that both labor and education are working together on this, and Bob Jones can talk about how that really has to fit together.

My only point was, this can't be education driven. I will give you one more example. The head of my technical college system called me up and said, "Well, I've got some bad news. I've been talking to the human resource people at the hospitals where we are going to have one of our pilot programs for youth apprenticeship, and we have been planning on doing a lab technician apprenticeship, and a fellow told me that we can't do it because they don't need any lab technicians, so it doesn't make any sense to train them for that. But, gee, you know, it's kind of a sexy thing to do, and it's something people understand, and the schools are ready to teach it."

And I said to him, "That's not bad news, that's good news; that's the way the system is supposed to work. What are we training more lab technicians for if, after they have finished getting this education that we told them to get, there are no jobs?"

This has to be driven the other way around; it has to be driven by the private sector and their needs, bringing the educators in to make sure they can educate and train up to those needs, and that is why it is important that we understand this can't be primarily an education program, it has to be employee organizations and unions and businesses that are driving the standards that are needed and the educators being there as a part of it to figure out how they change their system so that they get people coming out of their system with the skills that are needed.

Mr. GUNDERSON. Thank you.

Thank you, Mr. Chairman.

Chairman PERKINS. Thank you, Mr. Gunderson.

Mr. Olver, do you have any questions for the panel today?

Mr. OLVER. Thank you, Mr. Chairman.

Governor McKernan, I am curious about what the system is in Maine that you are working with. You have a technical college system, and you also have vocational high schools—or are those the technical colleges?—and community colleges. What is the system here as you have it that allows you the flexibility that you bring to your working relationships?

Governor MCKERNAN. The thing that is the most unique is that my former commissioner of labor is the president of my technical college system now, which makes for a very good working relationship.

Mr. OLVER. Is it community colleges?

Governor MCKERNAN. They serve the same role as community colleges, although they are more technically—we do not have community colleges. At least we don't have public community colleges. We have some private colleges that serve the same role as community colleges. Our technical colleges in some areas serve as community colleges.

We have a technical college system that has six campuses. We have a university system that has seven campuses. The important thing to understand is, I think there is applicability—that is in addition to a secondary vocational system of 26 different secondary vocational schools tied to various high schools.

The important thing to understand and I think what you are getting at is an important one, and that is that there is a role for all postsecondary educational institutions, and I think that there is a huge opportunity for community colleges who ought to be able to be a major part of these programs. We are starting with a technical college system because it is manageable and they are geographically located in the six geographic locations in Maine, so it is easy to do.

I am intending to expand this to the university to allow them to offer courses as well and be a part of the apprenticeship program as well as to our private colleges, because the key is to have the third year of the apprenticeship program be a postsecondary experience that can then lead to either an associate degree, a 2-year degree, or a 4-year degree either in that or some other institution.

We just started with the technical colleges because it was manageable and we all believed that we have to take the same actions, so it was easier to work with them, and they have a lot of experience with our secondary people.

Mr. OLVER. Did I hear you say that the key is, the third year of your apprenticeship program should be equivalent of a postsecondary?

Governor MCKERNAN. Yes.

Mr. OLVER. I thought that you were in the technical colleges in the first place. Is the apprenticeship program started somewhere in the high schools——

Governor MCKERNAN. Yes.

Mr. OLVER. [continuing] or the technical schools below your technical colleges and your universities?

Governor MCKERNAN. Yes. The first 2 years would be either in the student's existing high school or in one of our vocational high schools, where some of them are already going for those specific courses. Probably if it were the trades it would be more in the vocational high schools. If it were a service sector apprenticeship, it would probably stay in the existing high school, and they would get a high school degree, as they now do, as long as they were making the right progress toward the 3-year apprenticeship. Then the third year would be in any one of our technical colleges or ultimately in one of the other colleges, the beauty of that being that they are halfway toward an associate degree when they finish the 3-year apprenticeship program that they can continue, if they want, to get an actual 2-year degree, where they can move over and work toward a 4-year degree. But even if they decide to stop, they will have had some additional education and will have begun that process of understanding the importance of lifelong learning and retooling.

Mr. OLVER. You mentioned in your testimony that you want to encourage incentives or we should encourage incentives for business to participate in these. What are the incentives that you give in Maine for this?

Governor MCKERNAN. At this point we do not have any financial incentives, although we are going to be proposing to our legislature in special session in September a tax credit for a portion of the cost of hiring an apprentice, which would be some percentage of what would be at least the minimum wage to try to obviously reduce the costs.

My theory on this is that the first year a business probably loses money, the second year they probably break even in most occupations, and the third year they probably make money, although we are requiring them to increase what they are paying the student significantly so that we can then use that money to finance the third year of the apprenticeship, the first year of the college experience, so that the student won't have to pay for that tuition.

Mr. OLVER. Is that apprenticeship based upon the idea that they have a guarantee of a job in the first place?

Governor MCKERNAN. No. A 3-year contract, no obligation thereafter. A 3-year obligation under a contract to train.

Mr. OLVER. During just the apprenticeship 3-year program, which starts, I take it, at the age of 16 probably.

Governor MCKERNAN. Or 17.

Mr. OLVER. But that person has no certainty of a job after the apprenticeship program is over?

Governor MCKERNAN. No, but probably more likelihood of a job than they have under the current system, given the fact that they will have significantly higher skills than they now have in their current educational system.

Mr. OLVER. Thank you.

Chairman PERKINS. Thank you, Congressman Olver, for your questions.

We are pleased to welcome Dave McCurdy, who has been held up at another committee hearing, and he wants to go, as do a number of others, to the speech that is going to be on the floor in a few minutes.

So we will let Tim and Jack go, or we are pleased to have you stay, but we are going to have Dave give his testimony at this time, and I appreciate very much you both taking the time to come and testify today. It was very, very kind of you, and we appreciate the good things that you had to say.

Mr. VALENTINE. Thank you, Mr. Chairman.

Governor MCKERNAN. Thank you.

Chairman PERKINS. At this time, we would like to turn to Dave McCurdy, to hear what his statement is.

STATEMENT OF HON. DAVE McCURDY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OKLAHOMA

Mr. MCCURDY. Thank you, Mr. Chairman.

Thank you very much, and it is a pleasure to be before the subcommittee, and I'm sorry to see Admiral Roukema leave. Just coming from the Armed Services Committee, I was trying to figure out her rank there. But she is a good friend, and I wanted to tease her in public, but she left already.

I appreciate the opportunity to testify on school-to-work programs and specifically about youth apprenticeship programs.

Today I would like to focus on two specific proposals, H.R. 3998, the Youth Apprenticeship Act, sponsored by Senator Sam Nunn and myself, and a very exciting youth apprenticeship program developed in Tulsa, Oklahoma, called Craftsmanship 2000. However, before I get into the specifics of these two programs, it is important to discuss the necessity of youth apprenticeship for developing quality American products for world markets and some of the components that I believe are absolutely essential for any effective school-to-work transition program.

According to the Bureau of Labor Statistics, more than 70 percent of the jobs in America will not require a college education by the year 2000. However, the primary focus of our public education continues to be on college-bound youth. Unlike most of our leading competitor nations, we have no national system of setting high academic standards for the noncollege-bound, nor do we have any comprehensive secondary school program for connecting education and training to a job.

Because America's future competitiveness depends on the productivity of its front-line work force, the 70 percent of those jobs

not requiring a college education, it is crucial that we break this trend and establish a comprehensive national youth apprenticeship program. I believe the youth apprenticeship program must possess some basic elements.

First and foremost, a youth apprenticeship program must become an integral part of our education system. It cannot be viewed as a separate and less than equal education for dropouts or disadvantaged students only, it has to be an integral part.

Second, it must provide challenging academic course work in conjunction with on-the-job training to ensure highly skilled workers. The high skills gained by these workers are essential to the development of better value-added jobs and increasing American productivity.

Finally, a productive youth apprenticeship program requires a partnership with industry. Employers must make a major commitment to the individuals and play a key role in their academic and skills training success.

My legislation, H.R. 3998, the Youth Apprenticeship Act, is based on these key elements. It will establish demonstration programs. These programs will lead to recommendations about the feasibility of developing a nationwide systemic apprenticeship program.

To ensure that the demonstration programs encompass all the key elements, my bill develops an independent institute for youth apprenticeship. The institute will be administered by a 21-member board of directors made up of education, business, labor, and civic leaders. Each demonstration program will forge partnerships between local schools, students, businesses, labor organizations, and the Federal Government.

To ensure that employers have a stake in the outcome of the apprenticeship program, my bill requires that students apply to participate in an apprenticeship program and interview with employers. Additionally, the bill limits the Federal share of funding to 50 percent, therefore requiring a financial investment from employers. Students in the 11th grade will be eligible to sign contracts with employers. They will participate in the program in the 11th and 12th grades and 1 year following high school.

High school courses will be combined with on-the-job training in the 11th and 12th grades. In the third year, youth apprentices will supplement work-site training with academic courses at vocational technical schools or community colleges. When they complete the 3-year apprenticeship program and the necessary training, apprentices will receive a certificate of competency in their field of training to accompany their high school diploma.

There is a very basic description of my legislation, and, if you don't mind, Mr. Chairman, at this point, in keeping with the panel of witnesses you have already heard, I would like to share with the subcommittee a very exciting program from my home State which encompasses many of the vital elements for a school-to-work transition program.

The Tulsa, Oklahoma, program is called Craftsmanship 2000 and is a partnership between several entities in the Tulsa community. In addition to seven companies within the Tulsa Manufacturing Council, partners included the Tulsa Public Schools, Tulsa County

Area Vo-Tech Schools, Tulsa Junior College, the City of Tulsa, and the Tulsa Chamber of Commerce.

The apprenticeship program will be a4-year program which will include a mix of academic, vo-tech, and work-based training. The academic training that these students will receive will be very intensive and cannot be considered inferior to the regular high school course work. Students will attend 8-hour days of academic and skills training. This is an increase over the current 6-hour day. The number of school days that the students will attend will also be increased from the current 180 days to 220. Additionally, all the teachers that have joined this program have doctorate degrees.

Terms of the Tulsa program are very similar to those provided by H.R. 3998. After receiving a high school diploma and at the conclusion of the program, participants will be awarded a certificate of occupational skills. A special curriculum has been developed for the program by industry representatives and by the Tulsa Public Schools. This curriculum uses applied science and mathematics in coordination with skills training.

Industry is significantly involved in this program. Businesses participate in selection of apprentices and provide mentorships during the 4-year program. Additionally, the companies have made financial contributions equaling $50,000 per student.

As is evident in the longer school days, the selection process of participants, and the qualifications of the teachers participating, this program is aiming to produce highly skilled, highly productive workers. It is also clear from the monetary investment by the companies that they believe this training method can assist U.S. industry in the global economy.

In the interests of time, I will limit my description of this program and ask that a more comprehensive one be placed in the hearing record.

Chairman PERKINS. Without objection, it is so ordered.

Mr. MCCURDY. Mr. Chairman, we are entering an age in which the American manufacturing industry is drawing its most stiff challenge. Consumers worldwide are selectively buying quality products. If we want "Made in America" to mean quality around the world, then we must develop a highly trained, highly skilled workforce. By instituting a nationwide youth apprenticeship program we take a big step in this direction.

Today the committee will hear about many State initiatives that show the great interest among educators and industry in school-to-work transition. It is crucial that Congress take what is learned from these programs and demonstrate them on a larger scale.

I commend the Chairman and the subcommittee for recognizing the vital importance these programs will have in the United States' ability to compete in a global economy.

Thank you.

[The prepared statement of Mr. McCurdy follows:]

STATEMENT OF HON. DAVE MCCURDY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OKLAHOMA

Mr. Chairman, members of the subcommittee, I would like to thank you for allowing me the opportunity to testify on school-to-work transition programs and specifically about youth apprenticeship programs.

Today, I would like to focus on two specific proposals: H.R. 3998, the Youth Apprenticeship Act sponsored by Senator Sam Nunn and myself and a very exciting youth apprenticeship program developed in Tulsa, Oklahoma called Craftsmanship 2000.

However, before I get into the specifics of these two programs, it is important to discuss the necessity of youth apprenticeship for developing quality American products for world markets and some of the components that I believe are absolutely essential for any effective school-to-work transition program.

According to the Bureau of Labor Statistics, more than 70 percent of the jobs in America will not require a college education by the year 2000. However, the primary focus of our public education continues to be on college-bound youth. Unlike most of our leading competitor nations, we have no national system of setting high academic standards for the non-college bound nor do we have any comprehensive secondary school program for connecting education to training and training to a job.

Because America's future competitiveness depends on the productivity of its front-line workforce—the 70 percent of jobs not requiring a college education—it is crucial that we break this trend and establish a comprehensive, national youth apprenticeship program. I believe that a youth apprenticeship program must possess some basic elements.

First, and foremost, a youth apprenticeship program must become an integral part of our educational system. It cannot be viewed as a separate and less-than-equal education for dropouts or disadvantaged students only.

Second, it must provide challenging academic coursework in conjunction with on-the-job training to ensure highly-skilled workers. The high skills gained by these workers are essential to the development of better value-added jobs and increasing American productivity.

Finally, a productive youth apprenticeship program requires a partnership with industry. Employers must make a major commitment to the individuals and play a key role in their academic and skills training success.

My legislation, H.R. 3998, the Youth Apprenticeship Act is based on these key elements. It will establish demonstration programs. These programs will lead to recommendations about the feasibility of developing a nationwide, systemic apprenticeship program.

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days to 220. Additionally, all the teachers that have joined this program have doctorate degrees.

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Industry is significantly involved in this program. Businesses participate in selection of apprentices and provide mentorships during the 4-year program. Additionally, the companies have made financial contributions equaling $50,000 per student.

As is evident in the longer school days, the selection process of participants and the qualifications of the teachers participating, this program is aiming to produce highly-skilled, highly-productive workers. It is also clear from the monetary investment by the companies, that they believe this training method can assist U.S. industry in the global economy.

In the interest of time, I will limit my description of this program and ask that a more comprehensive one be placed in the hearing record.

Mr. Chairman, we are entering an age in which the American manufacturing industry is drawing its most stiff challenge. Consumers worldwide are selectively buying quality products. If we want "Made in America" to mean quality around the world, then we must develop a highly-trained, highly-skilled workforce. By instituting a nationwide youth apprenticeship program, we take a big step in this direction. Today, the committee will hear about many State initiatives that show the great interest among educators and industry in school-to-work transition. It is crucial that Congress take what is learned from these programs and demonstrate them on a much larger scale.

I commend the Chairman and the subcommittee for recognizing the vital importance these programs will have in the United States' ability to compete in a global economy.

[The brochure referred to follows:]

CRAFTSMANSHIP 2000
A WORK BASED LEARNING PROJECT IN TULSA, OKLAHOMA

PHILOSOPHY

Recognizing the need to do something to assist U.S. industry in worldwide competitiveness, a group of Tulsa manufacturing companies involved in metalworking trade in 1990 determined to develop a work based learning approach to benefit both Tulsa's youth and those companies which want to survive by the year 2000. They envisioned a partnership between industry, education, the political system, parents, and students which would result in a long term solution to the problem of mismatch between level of skills of available work force and increasing demand for higher craftsmanship.

THE PARTNERSHIP

The vision of that partnership resulted in the formation of an Oklahoma non-profit corporation named Craftsmanship 2000, Inc. Direction of Craftsmanship 2000, Inc. is entrusted to representatives of the following: **American Airlines, Hilti, Inc., Public Service Company of Oklahoma, Webco Industries, Inc., Baker Oil Tools, Yuba Heat Transfer, T. D. Williamson, Inc., Tulsa Public Schools, Tulsa County Area Vo-Tech Schools, Tulsa Junior College, City of Tulsa -Office of the Mayor, Metropolitan Tulsa Chamber of Commerce, and the Tulsa Manufacturing Council.**

THE PROGRAM

Following are key elements which represent the core of the apprenticeship program for achieving metalworking craftsmanship:

- The apprenticeship program is a systematic mix of academic, vo-tech, and work based training which consists of a total of four years. Academic and training days will be increased in length from 6 to 8 hours and from 180 days to 220 days per year. High school students in their junior year are admitted to the program based on examinations of foundation skills which will include achievement, aptitude and interests tests.

- Participants in the apprenticeship program become the employees of Craftsmanship 2000, Inc. They are paid an annual stipend based on 40 hour weeks and equal to the following: $7,480 in year one; $7,920 in year two; $13,200 in year three; $14,080 in year four. Bonuses may be earned by a combination of academic, technical and job performances. Each of the sponsoring industries will reimburse Craftsmanship 2000. Inc. for the stipend based on the number of apprentices each has agreed to sponsor.

- Responsibilities are divided between the public schools, vo-tech, and industry for the academic and training aspects during the first two years of the program. All teachers, textbooks, and transportation for academic purposes will be furnished by Tulsa Public Schools. Technical training during this same time period will be jointly conducted by Tulsa Vo-Tech and the sponsoring industries. In the final two years, academic responsibility will shift to Tulsa Junior College with most training responsibility remaining with Tulsa Vo-Tech and industry. During years one and two, all formal subjects both academic and technical will be taught at one location--Southeast Campus of Tulsa Vo-Tech. Site location for years three and four is still under discussion.

- The curriculum combining academic, technical, social, and learning to learn skills in classroom, vocational workshop and company settings is currently being developed by company engineering and technical personnel in collaboration with curriculum writers of the educational institutions. One full-time curriculum specialist is currently detailing years one and two. Another full-time writer is anticipated early in 1992 to begin detail work on years three and four. Based on desired learner outcomes, each student will be graded by public school teacher and vo-tech instructor, and finally verified by company mentors. Development of the new curriculum has been the integrating element which is binding all parties together. The applied technology method of teaching is now under serious consideration in the public schools for grades 9 and 10 with an eye towards introduction to middle school at some future date.

- All teachers, trainers, and mentors participating in the apprenticeship program will receive extensive joint instruction and counseling during the

summer of 1992 in preparation for the class of 92-93. The Training Committee of Craftsmanship 2000, Inc. is currently detailing desired learner outcomes for this instruction. The overall desired outcome is a better understanding by teachers of the world faced by the pupil after graduation and a better understanding by industry of how knowledge is imparted to a teenager.

- Housebill 1017 passed by the Oklahoma Legislature and confirmed by a vote of the people essentially deregulated education in Oklahoma. It encourages local educational institutions to innovate. It replaces time based curriculum with learner outcomes, and provides almost $300 million per year in increased funding to education. This has created the atmosphere in which the Craftsmanship 2000 pilot project was born.

SUMMARY

Craftsmanship 2000 is a pilot project in Tulsa, Oklahoma conducted by Tulsa Public Schools, Tulsa County Area Vo-Tech, Tulsa Junior College, seven metal working industries, and the Metropolitan Tulsa Chamber of Commerce. First classes will begin in September 1992 for 20 students selected by criteria developed by Craftsmanship 2000, Inc. Beginning phases of enrollment started in December, 1991, and was concluded in February, 1992. Successful students will be awarded a high-school diploma from their sending high school after two years and up to 25 credit hours from Tulsa Junior College built into the total program. While details are still in the planning stages, it is the intentions of Craftsmanship 2000, Inc. that each student be awarded a certification of occupational skills and an associates degree fully transferable to a four year college or university at the conclusion of the program. This may require additional individual effort.

When the model proves successful, it is the intentions of Craftsmanship 2000 to expand the program to all of the high schools in the area, to additional metal working industries, and to additional disciplines.

Chairman PERKINS. Thank you, Congressman McCurdy.

Congressman Gunderson, do you have any questions?

Mr. GUNDERSON. Not that I can't ask him later.

Chairman PERKINS. Okay.

Mr. MCCURDY. My neighbor.

Chairman PERKINS. Congressman Olver, do you have any questions?

Mr. OLVER. I will follow suit.

Chairman PERKINS. Well, I know everyone among this group here seems to be wanting to leave, so I will thank Congressman McCurdy for his fine testimony today and say you are dismissed to go wherever you so desire.

Mr. MCCURDY. Thank you, Mr. Chairman. I know we are all anxious to see President Yeltsin, and that is important for our country as well, and I will leave this for the record.

Thank you.

Chairman PERKINS. We would like to go on then to the next panel. We have Robert Jones, who is Assistant Secretary, Employment and Training Administration, U.S. Department of Labor.

Mr. Jones, it is always a pleasure to have you with us, and I'm sure you have some sterling words of wisdom for us today.

STATEMENT OF ROBERT J. JONES, ASSISTANT SECRETARY, EMPLOYMENT AND TRAINING ADMINISTRATION, U.S. DEPARTMENT OF LABOR, WASHINGTON, DC

Mr. JONES. Thank you, Mr. Chairman.

I appreciate the opportunity to be here, and I want to thank you personally, Mr. Chairman, for your continued support of this conversation as well as other employment and training initiatives and those of the members of this subcommittee—Mr. Gunderson and others—who have taken the leadership in promoting this agenda and beginning to broaden it into what is clearly developing as a legislative agenda.

Clearly, the Governor and other Congressmen on both sides of the aisle have expressed a number of bills and significant interest and leadership on this issue as it begins to broaden.

I will ask that my testimony be submitted for the record, and I will quickly try to focus on what I think are some salient points that are relevant to this conversation.

Our discussion acknowledges the importance of a national commitment to all young men and women to ensure that they have a first-class training opportunity. I don't need to tell you, Mr. Chairman, that education is the key to such achievements and schools must be managed with the objective of bringing 100 percent of our students to high standards of academic and work-related skills. I will repeat that later a couple of times. It is the thesis of our whole proposal, that if the assumption is in the school management system we want to bring 100 percent of students to a level of standard of both academic achievement and workforce preparedness, then such options as the committee is investigating become extremely relevant.

Every young person can learn, and the importance of providing all students with this opportunity drives the administration's con-

viction that a youth apprenticeship system is essential to the country.

Too many of the roughly 70 percent of our young people who will never earn a college degree leave school without skills necessary for meaningful employment. While schools must educate to the broader goals of citizenship and life, it is unconscionable to allow students to graduate without the range and level of skills that allow them rewarding employment experience. Americans without these skills will likely find themselves unemployed and relegated to a segment of the labor market characterized by low skills and low wages.

As a Nation committed to educating its citizenry and one competing with other economic powers, we cannot afford to waste the potential of these people. The financial and social cost of such failure to the future of the country, but especially to the people, is totally unacceptable.

Again, if we manage our schools to bring 100 percent of young people to a standard of achievement, we must acknowledge that young people learn and mature in different ways. With that comes a range of learning opportunities and choices for each and every student that is in the system. This need can be met through a range of options, of which youth apprenticeship is a vital component. Students should be able to choose among a number of learning alternatives. These learning alternatives can meet students' varying needs and bring them to their full potential by focusing on high standards.

Although some options exist for students, we are not managing our schools today so that the youth achieve this potential. We believe the Nation's schools must challenge students to achieve a higher standard of learning in order to participate.

The right to independent and rewarding lives as Americans requires working together to make these alternatives possible. Equal rights can only be secured through ensuring the education process is based on the standards and brings all students to those standards to assure both opportunity, access, and success in the labor market regardless of race or gender or disabilities or economic background.

The Departments of Labor and Education have explored many ways of linking learning and developing the workplace to successes of students. Our approach is based on a sequence of high quality life learning opportunities that begins with high school. The transition to work includes workplace learning and, where necessary, assistance programs that allow dislocated workers to obtain new employment.

Youth apprenticeship is an important and new part of that sequence. Youth apprenticeship helps students acquire those skills needed to continue to learn and grow as they move into the world. The administration's proposed National Youth Apprenticeship Act of 1992 was introduced on May 20 by Congressman Goodling and 11 other sponsors. The bill establishes a public-private partnership, offers a blend of academic and job-related courses to prepare for technical and advanced jobs, and it provides a unique opportunity for Congress to make a significant impact in creating a high value education alternative for youth.

The program is focused on several theses, and let me make these clear. This is an American system, it is not a replication of the German dual system. It is not a tracking system but, in fact, focuses very much on bringing people to academic standards as well as workplace experience. It is fundamentally an education system, not a work training system and is a joint pact between students, parents, schools, and employers.

The principles and features of youth apprenticeship which should be at the heart of any youth program focus on these essential elements. We are confident that the substance of our apprenticeship approach will provide a high level of motivation among students and help them meet the higher standards. We are concerned that youth apprenticeship not reflect minimal standards or resemble cooperative education or work release programs which involve a small proportion of students and do not fully incorporate work with learning.

The key elements are these: first, the State involvement. Our legislation provides a broad voluntary Federal-State system but essentially requires the State to put a system in place, setting the standards and the structures, and ends up with the governor submitting a plan outlining these steps for statewide support of youth apprenticeship in all of the schools in the State, and provides technical assistance to local communities.

A high value learning alternative. The legislation facilitates the development of youth apprenticeship programs offering students in the 11th and 12th grade an alternative program of study which integrates the academic curricula, work-site learning, and paid work experience—all three pieces.

Our bill authorizes $50 million in funds to be used to aid States and local communities to start up this program and to begin to develop the curriculum and another $5 million Labor Department funds for evaluations and research.

The legislation encourages reaching back into earlier grades to ensure that students have a clear, informed picture of the full range of career opportunities, postsecondary, and specialized options that are open to them in order to keep them focused on the options that lie in front of them.

Academic instruction. The legislation calls for programs to set high education standards in five academic subject areas. Achievement levels are gauged against world class standards and any voluntary national standards that are developed. Instruction uses hands-on learning and contextual learning. But the key to this discussion is that, no matter how we do it, students still must be focused on maintaining achievement against those standards.

Secondly, work-based learning. Instruction is occupationally specific knowledge, skills, and abilities pegged to national standards, if available, and a planned program of structured job training, including tasks to be mastered. It also helps students develop sound work habits, behaviors, and general workplace competencies. And, thirdly, the legislation stipulates that youth apprenticeship include part-time paid positions that develop job skills, generic workplace competence, and help students achieve academic and work-based learning requirements and incorporates these together.

The agreement. Legislation requires commitment of all partners—the student, parents, employers, labor organizations, and schools—to successfully implement the program, identify credentials and available wage scale and work schedules, and to do so in a formal agreement.

Safeguards. The bill incorporates legal safeguards to prevent the displacement of current workers, laid-off workers, by youth apprentices and also contains safeguards for the welfare and safety of each apprentice.

These are the basic pieces of our proposal. They focus very much on achievement of education standards but relating it to a contextual work world. This is a thesis, Mr. Chairman, that is a part of every study that we have ever done that focuses on either dropouts or students with failure rates within the school system, and if we put those into a positive framework this is the kind of structure we believe it would take.

As you know, the Labor Department is already encouraging this youth apprenticeship system. We have engaged in joint efforts with the Department of Education to cosponsor a conference in 1990 where we brought together national leaders on apprenticeship. We have worked closely to create a coordinated program of demonstration projects for school-to-work and youth apprenticeship, and we will soon be awarding complementary school-to-work demonstration projects for this year. We have been greatly benefited by the guidance and support of Betsy Brand, the assistant secretary for vocational education, and the rest of the Department of Education in this effort.

The Labor Department is also conducting demonstrations in six States to develop statewide youth apprenticeship systems—California, Iowa, Maine, Michigan, Oregon, and Wisconsin. Our legislation proposal we will follow on with nine school-to-work demonstrations at the local level soon to be announced this year. These projects have tested ways to restructure high school curriculum, link classroom training to learning with the workplace, and inform our approach on the apprenticeship system. They involve such diverse industry as health, finance, metalworking, public service, and many others.

Preliminary findings indicate that curriculum changes and changes in the way education is derived in the classroom can motivate students to stay in school, retain more of what they are taught, and reach a higher standard both for academics and the workplace.

In conclusion, we are indeed pleased with the level of interest in the youth apprenticeship system and the crucial school-to-work connection both in this committee, throughout the Congress, and, as the Governor indicates, both in the business, labor, and education communities themselves. It is time in this country for us to develop what is essentially the American approach to such a system and to not allow young people to either drop out within the school system and then not attach again until later years and lose the years that are so essential to their earning powers and development.

The Act we have proposed builds a systemic solution, not a demonstration, not a one-time program, but a systemic solution across the American education system that would bring this to our focus. We thank you again for your support and your consideration of this legislation.

[The prepared statement of Mr. Jones follows:]

STATEMENT OF
ROBERTS T. JONES
ASSISTANT SECRETARY OF LABOR
FOR EMPLOYMENT AND TRAINING
BEFORE THE
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES
COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

JUNE 17, 1992

Mr. Chairman and Members of the Subcommittee:

It is a pleasure to testify once again before the Employment Opportunities Subcommittee. I wish to commend the Subcommittee for holding these hearings on school to work transition. Our discussion acknowledges the importance of a national commitment to all our young men and women to ensure that they have first-class training opportunities -- such as youth apprenticeship -- that can guarantee for them the skills required to take advantage of high-skill, high-wage employment opportunities and to enjoy the quality of life we all want.

This Country must have a strategy to ensure that the American dream of affording a home, supporting a family, and enjoying a high quality of life can be achieved by each and every citizen. I do not need to tell you that education is the key to such achievements -- schools must be managed with the objective of bringing 100 percent of our students to high standards of academic and work-related skills. Every young person can learn, and the importance of providing all students with this opportunity drives the Administration's conviction that a youth apprenticeship system is essential to the nation. As President Bush has said: "Youth apprenticeship is a passport to a brighter future."

Right now this nation has much work to do if our students are to complete their education and obtain the skills and knowledge that permit them to succeed in the world of work. Too many of the roughly seventy percent of our young people who will never earn a college degree leave school without the skills necessary for meaningful employment. While schools must educate to the broader goals of citizenship and life, it is unconscionable to allow students to graduate without the range and level of skills that allow entry into rewarding employment.

Americans without these skills will likely find themselves unemployed or relegated to a segment of the labor market characterized by low skill, low wage jobs. Thus, we must address the education and training needs of all young people, in every State and local school system, so that they can function effectively in today's workplace. This means being able to work in teams, think on their feet, solve problems, and continue to learn as skill requirements and jobs themselves change. All these skills and more will be increasingly needed in the modern economy. As a nation committed to educating its citizenry and one competing with other strong economic powers, we cannot afford to waste the potential of any group of Americans. The financial and the social costs of such a failure, to the future of this country, but especially to young people themselves and their families, are unacceptable.

If we want to manage our schools to bring 100 percent of youth to a high standard of achievement, we must acknowledge that young people learn and mature in different ways. With that comes a range of learning opportunities and choices for each and every student -- opportunities that include work, two- and four-year colleges, formal

apprenticeship, and the basis for lifelong learning. This need can be met through a range of options of which youth apprenticeship is a vital component. Students should be able to choose among a number of learning alternatives, including traditional college paths, high tech math and science programs, small highly personal schools-within-schools, Tech-Prep, Job Corps, and youth apprenticeship. These learning alternatives can meet students' varying needs and bring students to their full potential by helping them meet high standards.

Although some options exist for some students, we are not managing our schools so that our youth achieve up to their full potential. We believe that the nation's schools must challenge students to achieve a high standard of learning so they can take their rightful place in America's future.

The right to independent and rewarding lives as Americans requires working together to make alternatives available. Equal rights can only be secured through ensuring that the educational process is based on high standards and brings all students to those standards to ensure opportunity, access, and success in the labor market regardless of race, gender, disability, ethnic or economic background.

The Departments of Labor and Education have explored many ways of linking learning and to developing workplace success for students. Our approach is based on a sequence of high quality, lifelong learning opportunities that begins with high school and the transition to work, includes workplace learning and, where necessary, assistance programs that allow dislocated workers to retrain for new employment. Youth apprenticeship is an important, and new, part of the sequence of high school learning

and the transition to work. Youth apprenticeship helps students acquire the skills needed to continue to learn and grow and meet high standards in an increasingly complex world.

I turn now to discuss the Administration's proposed "National Youth Apprenticeship Act of 1992" which was introduced as H.R. 5220 on May 20 by Congressman Goodling and 11 other sponsors. This bill establishes a public-private partnership between businesses and public schools which offers a blend of academic and job-related courses to prepare for technically-advanced jobs. It provides a unique opportunity for Congress to make significant impact in creating a high value education alternative for American youth. Our youth apprenticeship program:

- Is an American design, not a replication of the German Dual system,
- Is not a tracking system, but a means to bring students up to high standards which allows them to begin work or go on to college;
- Is fundamentally an education system, not a "work" system, and
- Is a joint pact between students, parents, schools, and employers.

The National Youth Apprenticeship Act reflects our strong belief about the principles and features of youth apprenticeship which should be at the heart of any youth apprenticeship program. We are confident that the substance of our youth apprenticeship approach will promote a high level of motivation among students and help them meet high standards. We are very concerned that youth apprenticeship not reflect minimal standards or resemble cooperative education or work release programs which involve a small proportion of students and do not fully incorporate work with

learning over a sustained period of time.

The key elements of our National Youth Apprenticeship Act are:

- **State Involvement:** The legislation would put in place a voluntary, federal-state-local structure to implement youth apprenticeship programs consistent with broad national criteria. These broad national criteria provide students with a high-value and recognizable certificate of competency while allowing local communities the flexibility they need to implement youth apprenticeship programs best suited to local circumstances. In States that choose to participate, the Governor must submit a plan outlining steps for state-wide support of youth apprenticeship and technical assistance to local communities.
- **A high value learning alternative:** The legislation facilitates the development of voluntary youth apprenticeship programs offering students, beginning in the 11th grade, an alternative program of study which integrates academic curricula, work-site learning and paid work experience leading to high school graduation (including post-secondary options) and preparation for the world of work.
- **Authorization:** The bill authorizes $50 million in Department of Labor funds to be used to aid States and local communities to start-up and implement youth apprenticeship programs. Another $5 million in Labor Department funds is authorized to evaluate these programs.
- **Advice and guidance:** The legislation encourages reaching back into early grades to ensure that students have a clear and informed picture of the full range of career, occupational, post-secondary and specialization options open to them,

information about the skills required to meet their goals, and the knowledge that they can change their minds.

- **Academic Instruction:** The legislation calls for programs to set high educational standards in the five core academic subject areas (English, math, science, history, and geography). Achievement levels are gauged against world class standards and any voluntary national standards that are developed. The style of academic instruction uses hands-on learning with examples from student's work-site experiences to simultaneously build skills and excite students about learning.
- **Work-Based Learning:** The legislation includes instruction in occupationally specific knowledge, skills and abilities pegged to national standards, if available, and a planned program of structured job training including tasks to be mastered. It also helps students develop sound work habits, behaviors and general workplace competencies.
- **Worksite Learning and Work Experience:** The legislation stipulates that youth apprenticeship include a part-time, paid position that develops job skills and generic workplace competencies, helps students achieve academic and work-based learning requirements, and incorporates guidance from work-site mentors.
- **A Youth Apprenticeship Agreement:** The legislation requires commitment of all partners -- students, parents, employers, labor organizations and schools -- to the successful implementation of the program and identifies credentials available (academic and industry\occupational), wage scale, and work schedule.
- **Safeguards:** The bill incorporates legal safeguards to prevent the displacement of

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current workers and laid-off workers by youth apprentices. The bill also contains safeguards for the welfare and safety of youth apprentices.

The Department of Labor is already encouraging youth apprenticeship. We have engaged in joint efforts with the Department of Education to prepare our students for the modern workplace. The two Departments co-sponsored a conference on the school to work connection in 1990 to share ideas and models of success and have worked closely together to create a coordinated program of demonstration projects for school-to-work and youth apprenticeship. The Departments will soon award complementary school-to-work demonstration projects. This effort has greatly benefitted from the guidance and support of Ms. Betsy Brand, Assistant Secretary for Vocational and Adult Education in the Department of Education.

The Department of Labor is also conducting demonstrations in six States to develop state-wide youth apprenticeship systems. These States are California, Iowa, Maine, Michigan, Oregon, and Wisconsin.

Our legislative proposal follows on nine school-to-work demonstrations that the Department of Labor funded in September 1990. These projects have tested ways to restructure high school curricula and link classroom learning with the workplace and informed our approach to youth apprenticeship. They involve such diverse industries as health, finance, metalworking, and public service. Preliminary findings indicate that curriculum changes and changes in the way education is delivered in the classroom -- moves to team teaching and learning centered around projects identified in student work places -- can motivate students to stay in school and retain more of what they are taught.

Let me say in conclusion that I am pleased with the level of interest in youth apprenticeship and the crucial school to work connection. I look forward to working with the Committee as you explore these issues. The time has come to act. America is very good at responding to crises with silver bullets -- developing programs that address one piece of a larger problem. This Act builds a systematic solution to the problem created by lack of school to work transition programs -- the lost productivity of a generation of young people who are seeking a career pathway and the road to success.

This concludes my prepared statement. At this time, I will be happy to respond to any questions you or the other members of the Subcommittee may have.

Chairman PERKINS. Thank you, Bob. I appreciate very much your testimony today.

Do you perceive that this youth apprenticeship program is going to be a bridge to traditional apprenticeships or pretty much a stand-alone type program?

Mr. JONES. The trick, as we envision it, is to bring young people through the 11th and 12th grade so they have the option to do either still—that they either can go on then as a well prepared, regular apprentice into the workplace, or they can return to technical, postsecondary education, or on to college. If we don't bring them to that standard where they have that option, then we lose them in the process.

But it is a perfect pre-apprenticeship program, but that shouldn't be its only purpose. It is a learning modality that allows students to participate differently, still meet education standards, and then be well prepared either for apprenticeship, technical school, work, or even to go back to college if that is what happens, and that is probably the heart of this proposal that you won't find in any of the European systems or any place else. In those systems, it is a one-time straight shot, and you are in it, you don't ever divert from that.

Chairman PERKINS. So essentially you are viewing this as a stand-alone program completely separate from our existing apprenticeship programs.

Mr. JONES. Yes, sir. No, we are not linking it in any way to our formal apprenticeship program.

I might suggest that our current formal apprenticeships that exist, the average age of our apprentices is 26 years old. They all have bachelor's degrees. So you right there show the difference between 11th and 12th graders and what happens up here and the need to bridge that gap.

Chairman PERKINS. What about the concerns that this kind of program is diluting the definition of apprenticeship and the existing apprenticeship system?

Mr. JONES. I think the word is a broad concept, the word "apprenticeship" is not a narrow one, and while we may have limited ourselves in this country for the past few years to our formal apprenticeship programs, most of which are in the trades. I dare say this doesn't dilute that in the least, but, in fact, it is the respect of the success of that way of learning and teaching that is beginning to broaden it.

Labor unions and others have raised many questions about using the word. We have shared with this committee and the rest of the Congress our main reason for using the word is that both the Governor and several members of your subcommittee expressed this morning: people understand it. It is very hard to communicate words like "school to work" or "transition" or other things in terms of systemic change, but "youth apprenticeship" is an understood concept that both youth, parents, and business people understand. We can all find other words, we will all use them, it is not critical, but the communication of the concept is critical.

One lesson we should take from our European friends that the Governor and others would point out is that those systems in those countries are very visible. People know them, see them, understand

them, and know exactly how they work, and that is why they are respected, and it is why the students are respected. If it is invisible and mushed into broader concepts, it is very difficult for people to do that. So the name does have some value in that sense.

Chairman PERKINS. I think it does. However, I think there is some legitimate concern that when you are using the same word, apprenticeship, for what you perceive to be two separate programs, there is going to be some confusion.

Mr. JONES. Indeed there is.

Chairman PERKINS. What is your response, Bob, to some criticisms we have heard about the President's Youth Apprenticeship Act being something that is a glorified tech-prep or Two-plus-Two program?

Mr. JONES. Two-plus-Two is a very important program and, as you probably know, has got some growing success around the country, and, again, if you follow the thesis of our approach, our view has been that Two-plus-Two is a very valid model for certain students, but it requires that student to be on an academic track for the 2 years in high school and an academic track for the 2 years after high school. Now that is a fairly dedicated student. That is okay.

There is a percentage of students, I think, who will benefit greatly from a Two-plus-Two program. I suspect, however, there are a lot of students who won't be able to stay in that kind of a track uniquely. We think this program is designed precisely for those students, and, indeed, if you will, Mr. Chairman, if we keep this student in by this kind of an apprenticeship model at the 12th grade, they can join Two-plus-Two in the next 2 years. It can act as the first 2 years in a Two-plus-Two model for those students that don't do it in the traditional academic sense but simply in a different mode—part work, part work training, and part school with fewer hours in education.

Our objective here is to build a system based on those three pieces that we know either people drop out for or that percentage which find no relevance to the education system, are failing it, can succeed here and then can benefit from Two-plus-Two or anything else. It neither replaces Two-plus-Two nor is a competitor to it in any way.

Chairman PERKINS. Have you identified the funding source for this program? Are you going to be taking it from other programs, and, if so, which ones?

Mr. JONES. We haven't identified the specific funding source for the $50 million that has been proposed for the curriculum changes here. We have built it into our budget, and you will see that coming in both of the next couple of years as a major piece. We don't think that is a major issue in that this is not a program that we should be funding as a program but we should be front-loading curriculum and design kinds of things that the States and localities need to do. We are finding that from our demonstrations, and we think that kind of money is going to be available in our budget.

Chairman PERKINS. I certainly hope so, Bob.

We thank you very much for your presence here. As always, it is a pleasure to have you with us, and I won't try to hold you up any

more than we have this morning, and so I will let you go on to listen to a speech or whatever else is on your mind today.

Mr. JONES. Thank you, Mr. Chairman, and, again, we thank you not only for this hearing but your work on the JTPA program and every part of its aspect. We appreciate what you have brought to this discussion. Thank you.

Chairman PERKINS. Thank you, Bob.

For our next panel, we have several on the panel. We have La Marr Q. Billups, Dennis Scott, Andrea Dobson, and Richard Kazis. We are very pleased to have the panel with us this morning.

Let's start with La Marr Q. Billups, who is State Director of Apprenticeship, Department of Industry, Labor, and Human Relations, in Madison, Wisconsin.

Mr. Billups.

STATEMENTS OF LA MARR Q. BILLUPS, STATE DIRECTOR OF APPRENTICESHIP, DEPARTMENT OF INDUSTRY, LABOR, AND HUMAN RELATIONS, MADISON, WISCONSIN; DENNIS M. SCOTT, TECHNICAL DIRECTOR OF APPRENTICESHIP PROGRAMS, UNITED BROTHERHOOD OF CARPENTERS AND JOINERS OF AMERICA, WASHINGTON, DC; ANDREA DOBSON, VICE CHAIR, WORKFORCE QUALITY COUNCIL, SALEM, OREGON; AND RICHARD KAZIS, DIRECTOR, WORK-BASED LEARNING PROGRAMS, JOBS FOR THE FUTURE, CAMBRIDGE, MASSACHUSETTS

Mr. BILLUPS. Thank you, Mr. Chairman, members of the subcommittee.

I appreciate the opportunity to represent the State of Wisconsin today, it's Governor Tommy Thompson, State Labor Secretary Carol Skornicka, and our Administration Secretary James Klauser, who chairs our Executive Cabinet for a Quality Workforce. We welcome your interest and commend your effort in considering legislation on this issue that is so very basic and so sorely needed to address the future of American youth, linking education policies with training policies with economic policies and creating what we call in Wisconsin a seamless system of youth training and employment, a rational system that plans the transition from school to work.

I am sure you have heard in your deliberations before that the United States stands alone among the world's industrialized nations without a national plan to build a quality workforce. To implement such a plan requires the development of a system that integrates school and work for all students in all industries. Such a system must be developed cooperatively through genuine partnerships between business, labor, education, and government. This will ensure broad access to and success in the workplace for all high school graduates whether they choose to enter the workforce immediately or choose postsecondary study.

In the spring of 1991, our Governor's Commission for a Quality Workforce recommended that high school curricula be redesigned to prepare noncollege-bound students for technical careers. In response to this recommendation and to numerous national reports, the Wisconsin legislature passed AB91, the school-to-work initiative, in July of last year. It contained four key components: a 10th

grade gateway assessment, tech prep, youth apprenticeship, and postsecondary enrollment options.

Later that summer, the legislature enacted what is the central piece, the statutory founding of youth apprenticeship in Wisconsin. Funds were provided along with this legislation to the Department of Industry, Labor, and Human Relations to develop youth apprenticeship in cooperation with our Department of Public Instruction and our State Board of Vocational, Technical, and Adult Education. The program is designed for 11th and 12th grade students who are interested in a career in a skilled occupational area and/or want technical training and job experience before and while continuing postsecondary education. The legislation also calls for the appointment by the governor of a 12-member Youth Advisory Council.

We know that work has become more complex. Front-line workers in a technical and globally competitive economy must be highly valued in America. We continue in America to place a high value and high pricrity on preparing youth for baccalaureate programs. Fifty-two percent of Wisconsin's high school graduates go to college immediately after high school. That is about 30,000 out of 60,000 students every year. But half of those that go to college don't finish, don't receive a baccalaureate degree, and they are often ill prepared to enter the workforce. Meanwhile, about 11 percent of our high school graduates go to technical colleges to receive occupationally specific education in an associate art degree program.

Wisconsin's apprenticeship program has a long, 80-year history. I am only the third director of apprenticeship in 80 years in the State of Wisconsin. Apprenticeship, as a learning model, has been used, as you probably know, for over 2,000 or 3,000 years.

Chairman PERKINS. They get them young and keep them old, I guess.

Mr. BILLUPS. I beg your pardon?

Chairman PERKINS. They must get them young and keep them old in Wisconsin.

Mr. BILLUPS. Well, apparently that has been the practice in the past.

[Laughter.]

Mr. BILLUPS. The basic premise of traditional adult apprenticeship programs is that effective learning occurs through doing it. The teaching is done by a skilled craftsperson or a journey worker in an actual work situation. Wisconsin's youth apprenticeship is designed to include important features of its register program. Chief among these is the integral involvement of labor and a continuing partnership with business, government, and education at the State and local level in design and implementation.

From the very beginning of our pursuit of the establishment of a youth apprenticeship program, we engaged and involved and walked along this path arm in arm with the AFL–CIO and UAW in our State. The reason for this is that in the apprenticeship system we have this sort of partnership, and even though in the State of Wisconsin less than half, but only slightly less than half, of all the apprenticeship programs are in union environments, the organized labor organizations are very big players in our system, and so we knew, quite frankly, that there was absolutely no hope, or very

little hope, for passage of this type of legislation and successful implementation if we did not engage labor, and they have been cooperative and supportive of our development in this area, and there is a range of that cooperativeness, but generally it has been a cooperative relationship.

Features that distinguish our program, the youth apprenticeship program, from the registered apprenticeship program but are consistent with the National Youth Apprenticeship Act include these following elements—and I'll try to quickly get through these.

Entry into the program occurs early, in the junior year of high school, and follows the successful completion of a new, 10th-grade Gateway Assessment, general education exam.

Youth apprentices combine academic and technical education in a paid, work-based learning experience in a specific industry segment or occupational cluster. Both school and work operate as learning environments.

Work-based learning follows a systematic schedule of activities that are organized to develop skills essential to high-performance work habits and behaviors.

Classroom instruction to attain proficiency in the five core subjects of English, Math, History, Science, and Geography will be provided in addition to all students, and all of the classroom education meets our State standards.

A signed agreement exists in which the employers, school officials, parents, and students agree to fulfill the requirements of the program.

Employers arrange for the provision of skilled mentors in the workplace.

The school provides the coordination between academic instruction and work-based learning and the work-site experience.

The educational and occupational credentials to be obtained are outlined, and the wages are listed.

There are formal methods for advising the youth apprentices of occupational and career opportunities, and the program lasts for 2 to 4 years, depending on the industry, with completion after 2 years leading to the awarding of both the high school diploma and a certificate of achievement reflecting the occupational proficiency.

This provides the student with several options: the ability to secure entry-level employment at a wage level above that of a person that might walk in off the street. It also offers him the opportunity to continue in advanced training opportunities, advanced placement in a traditional apprenticeship or in a postsecondary technical program, and it also meets the admission requirements for the University of Wisconsin system.

It is a collaborative effort. It involves school districts, labor organizations, industry, and postsecondary schools.

Let me summarize for you the next three pages with basically what we have done so far. Our Superintendent of Public Schools received a grant that allowed us to involve Jobs For the Future in the conduct of five focus groups in five communities with parents and students all around our State. That gave us a way of soliciting some input on design and helped us to develop some marketing strategies.

Our Cabinet for a Quality Workforce and then another group of practitioners, including myself, participated in a study tour of Germany, of the German youth apprenticeship system, and we have taken elements that we felt were relevant for an American experience and, indeed, the Wisconsin experience and used them in the design of our program.

The Printing Industries of America is also supporting the development of industry standards and mentor certification requirements for our first youth apprenticeship program.

We are creating a new system of career exploration and guidance that will give students information necessary to make responsible choices about entering the youth apprenticeship program or others.

Our four areas that have been identified for youth apprenticeship development are printing, metalworking, finance, and health. The curriculum for printing is finished, and we will have two local projects in two areas of the State, one involving one school district, one business, a printing business, and the vocational technical college in that area, and one involving 13 school districts in a consortium in the Fox Cities with their technical college and several—about six—different businesses in the Fox Valley including the Banta Corporation, and these are all printing youth apprenticeships.

In metalworking, we will have developments in Milwaukee and Waukesha beginning in January, and in the fall of 1993 the program will be expanded to probably at least 50 more school districts or school district consortia that will involve more than one school district in the area of printing, metalworking, and finance, and we are right now working with the utilities to develop programs with them.

In considering the pending legislation, bear in mind these last issues. Youth will not flock to the earning and learning associated with you apprenticeship if those apprenticeships are based on subminimum wage allowances or low-level skill training or a lack of connection with school sponsorship credentials like a diploma.

In Europe, they highly value youth and expect all of the partners to support the development. They know that youth are worthy of a significant financial investment, and we must make the same sort of investment in our youth.

States also need the opportunity to use creative methods to permanently invest in the training effort. Support for existing tax reserve mechanisms through the Federal Unemployment Tax Act, for instance, is encouraged.

The program must coordinate planning and administration at the Federal, State, and local levels by education, commerce, and labor agencies in the States. The program has to ensure collaboration among employers, employees, and educators to determine the program design and the assessments and develop standards on an industry-wide basis through the use of labor market information.

The Congress must match the resources to be committed to the magnitude of the task. It cannot be a demonstration or a pilot effort, it really must support system-wide change.

We are involved in fundamental change, the creation of a new chapter in the social contract for youth of every race, of each gender, of all economic groups, in the rural areas, and in the urban areas. We look forward to joining you, Mr. Chairman, in meeting this challenge.

[The prepared statement of Mr. Billups follows:]

STATEMENT OF THE STATE OF WISCONSIN

TO THE

SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

OF THE

U. S. HOUSE OF REPRESENTATIVES EDUCATION AND LABOR COMMITTEE

IN RELATION TO THE

OVERSIGHT HEARING ON STATE SCHOOL-TO-WORK TRANSITION PROGRAMS

DELIVERED BY

LA MARR Q. BILLUPS

STATE DIRECTOR OF APPRENTICESHIP

WISCONSIN DEPARTMENT OF INDUSTRY, LABOR AND HUMAN RELATIONS

JUNE 17, 1992

57-464 O - 92 - 6

MR. CHAIRMAN, MEMBERS OF THE SUBCOMMITTEE, I APPRECIATE THIS OPPORTUNITY TO REPRESENT THE STATE OF WISCONSIN, ITS GOVERNOR TOMMY THOMPSON, STATE LABOR SECRETARY CAROL SKORNICKA AND ADMINISTRATION SECRETARY JAMES KLAUSER, CHAIR OF THE EXECUTIVE CABINET FOR A QUALITY WORKFORCE. WE WELCOME YOUR INTEREST, AND COMMEND YOUR EFFORT IN CONSIDERING LEGISLATION ON AN ISSUE SO VERY BASIC AND SO SORELY NEEDED TO ADDRESS THE FUTURE OF AMERICAN YOUTH BY LINKING COMPREHENSIVE EDUCATION-TRAINING-ECONOMIC POLICIES AIMED AT CREATING A SEAMLESS SYSTEM OF YOUTH TRAINING AND EMPLOYMENT-A RATIONAL SYSTEM THAT PLANS THE TRANSITION FROM SCHOOL TO WORK.

THE UNITED STATES STANDS ALONE AMONG THE WORLD'S INDUSTRIALIZED NATIONS WITHOUT A NATIONAL PLAN TO BUILD A QUALITY WORKFORCE. TO IMPLEMENT SUCH A PLAN, REQUIRES THE DEVELOPMENT OF A SYSTEM THAT REALISTICALLY INTEGRATES SCHOOL AND WORK FOR ALL STUDENTS AND ALL INDUSTRIES. SUCH A SYSTEM MUST BE DEVELOPED COOPERTIVELY THROUGH GENUINE PARTNERSHIPS BETWEEN BUSINESS, LABOR, EDUCATION AND GOVERNMENT TO ENSURE BROAD ACCESS TO AND SUCCESS IN THE WORKPLACE FOR ALL HIGH SCHOOL GRADUATES, WHETHER THEY CHOOSE TO ENTER THE WORKFORCE IMMEDIATELY, OR POST-SECONDARY STUDY.

PRESENTLY, SEVERAL FEDERAL-STATE PROGRAMS EXIST THAT WITHE MINOR CHANGES CAN PLAY CRITICAL ROLES, BUT ONLY BE A PART OF AN INTEGRATED SCHOOL TO WORK SYSTEM INCLUDING: VOCATIONAL TECHNICAL EDUCATION, JTPA, FAMILY SUPPORT ACT, JOBS AND OTHERS. MR. CHAIRMAN, WE ANXIOUSLY AWAIT THE OPPORTUNITY TO JOIN YOU, THE OTHER MEMBERS OF THE SUBCOMMITTEE AND CONGRESS IN THE DESIGN AND IMPLEMENTATION OF THE "MISSING LINK," THAT

CREATES A WHOLE AND NEW SYSTEM--AN INTERACTIVE SYSTEM OF EDUCATION, TRAINING AND EMPLOYMENT FOR ALL YOUTH.

IN THE SPRING OF 1991 THE GOVERNOR'S COMMISSION FOR A QUALITY WORKFORCE RECOMMENDED THAT HIGH SCHOOL CURRICULA BE REDESIGNED TO PREPARE NON-COLLEGE BOUND STUDENTS FOR TECHNICAL CAREERS. IN RESPONSE TO THIS RECOMMENDATION AND TO NUMEROUS NATIONAL REPORTS THAT SCHOOLS ARE NOT ADEQUATELY PREPARING NON-COLLEGE BOUND YOUTH FOR WORK, THE WISCONSIN LEGISLATURE PASSED AB91 SCHOOL TO WORK INITIATIVE IN JULY OF 1991. THIS INITIATIVE CONTAINED FOUR KEY COMPONENTS:

TENTH GRADE GATEWAY ASSESSMENT
TECH PREP
YOUTH APPRENTICESHIP
POSTSECONDARY ENROLLMENT OPTIONS

THE ENACTMENT OF KEY STATEWIDE LEGISLATION TO ESTABLISH WISCONSIN'S YOUTH APPRENTICESHIP FOLLOWED IN THE SUMMER OF 1991. FUNDS WERE PROVIDED TO THE DEPARTMENT OF INDUSTRY, LABOR AND HUMAN RELATIONS TO DEVELOP A YOUTH APPRENTICESHIP PROGRAM IN COOPERATION WITH THE DEPARTMENT OF PUBLIC INSTRUCTION AND THE STATE BOARD OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION. THIS PROGRAM IS DESIGNED FOR 11TH AND 12TH GRADE STUDENTS WHO ARE INTERESTED IN A CAREER IN SKILLED OCCUPATIONAL AREAS AND/OR WANT TECHNICAL TRAINING AND JOB EXPERIENCE BEFORE AND WHILE CONTINUING IN POSTSECONDARY EDUCATION. A 12 MEMBER YOUTH APPRENTICESHIP ADVISORY COUNCIL HAS BEEN APPOINTED BY THE GOVERNOR TO OVERSEE THE DEVELOPMENT OF THE PROGRAM.

WE KNOW THAT WORK HAS BECOME MORE COMPLEX AND KNOWLEDGE-INTENSIVE; JOBS WILL REQUIRE HIGHER LEVELS OF READING, ORAL COMMUNICATION, MATHEMATICAL ANALYSIS, AND PROBLEM-SOLVING SKILLS FROM OUR HIGH SCHOOL GRADUATES. HOWEVER, IN THE SHRINKING POOL OF YOUNG WORKERS, THE MAJORITY WILL COME FROM HOMES THAT ARE ECONOMICALLY AND EDUCATIONALLY DISADVANTAGED, AND MOST WILL NOT ACQUIRE NEEDED ACADEMIC AND EMPLOYMENT SKILLS UNLESS SIGNIFICANT CHANGES ARE MADE IN BOTH THE EDUCATION AND EMPLOYMENT SYSTEMS.

FRONT-LINE WORKERS IN A TECHNICAL AND GLOBALLY COMPETITIVE ECONOMY MUST BE MORE HIGHLY VALUED IN AMERICA. OUR SOCIETY CONTINUES TO PLACE HIGH PRIORITY ON PREPARING YOUTH FOR ENROLLMENT IN BACCALAUREATE COLLEGE PROGRAMS. FIFTY-TWO PERCENT OF WISCONSIN'S HIGH SCHOOL GRADUATES ENROLL IN COLLEGE IMMEDIATELY AFTER HIGH SCHOOL GRADUATION. THAT'S 30,000 OUT OF APPROXIMATELY 60,000 YOUTH. WE KNOW, HOWEVER, THAT 50 PERCENT OF THESE COLLEGE ENTRANTS WILL NOT EARN A BACCALAUREATE DEGREE. THESE COLLEGE DROP-OUTS ARE OFTEN ILL-PREPARED FOR ENTRY INTO THE STATE'S WORKFORCE. MEANWHILE, ONLY 11 PERCENT OF OUR STATE'S HIGH SCHOOL GRADUATES GO IMMEDIATELY TO OUR TECHNICAL COLLEGES TO RECEIVE OCCUPATIONALLY SPECIFIC EDUCATION IN ASSOCIATE ARTS DEGREE AND CERTIFICAT PROGRAMS.

FEATURES OF WISCONSIN YOUTH APPRENTICESHIP, WHICH DISTINGUISH IT FROM THE REGISTERED PROGRAM, AND WHICH ARE CONSISTENT WITH THE NATIONAL YOUTH APPRENTICESHIP ACT INCLUDE THE FOLLOWING:

- Entry into the program occurs comparatively early - beginning in the junior year of high school - and follows successful completion of a new 10th Grate Gateway Assessment general education examination.

- Youth apprentices enter a program that combines high school education with paid work experience in a job that is focused on a specific industry segment or occupational cluster.

- Classroom education is integrated with work-based learning, and both school and work operate as learning environments.

- Work-based learning will follow a systematic schedule of work activities that are organized to help develop skills essential to high performance work and sound work habits and behaviors.

- Classroom instruction to attain proficiency in the five core subjects of English, mathematics, history, science and geography will be provided to all students.

- All classroom education will meet state education standards.

- A SIGNED AGREEMENT IN WHICH:
  - THE EMPLOYERS, SCHOOL OFFICIALS, PARENTS AND STUDENT AGREE TO FULFILL THE REQUIREMENTS OF THE PROGRAM;
  - THE EMPLOYERS SUPPORT AND ARRANGE FOR ALL THE REQUIRED COMPONENTS, INCLUDING PROVIDING A SKILLED MENTOR;
  - THE SCHOOL COMMITS TO PROVIDE AND SUPPORT THE YOUTH APPRENTICESHIP COMPONENTS INCLUDING ENSURING CLOSE COORDINATION BETWEEN ACADEMIC INSTRUCTION, WORK-BASED LEARNING, AND WORKSITE EXPERIENCE; AND
  - THE EDUCATIONAL AND OCCUPATIONAL CREDENTIALS TO BE OBTAINED ARE OUTLINED, THE WAGE RATE IS LISTED, AND OTHER PROVISIONS AND REQUIREMENTS ARE INCLUDED.

- THERE WILL BE A FORMAL METHOD FOR ADVISING THE YOUTH APPRENTICE OF OCCUPATIONAL AND CAREER OPPORTUNITIES.

- THE PROGRAM LASTS FOR TWO TO FOUR YEARS, WITH COMPLETION AFTER TWO YEARS LEADING TO THE AWARDING OF A HIGH SCHOOL DIPLOMA, A CERTIFICATE OF ACHIEVEMENT REFLECTING OCCUPATIONAL PROFICIENCIES, AND THE ABILITY TO SECURE ENTRY-LEVEL EMPLOYMENT AD/OR CONTINUE IN ADVANCED TRAINING OPPORTUNITIES (E.G. ADVANCED PLACEMENT IN A TRADITIONAL APPRENTICESHIP OF A POSTSECONDARY PROGRAM AT A STATE VOCATIONAL TECHNICAL COLLEGE OR A STATE UNIVERSITY).

IMPLEMENTATION IS A COLLABORATIVE EFFORT INVOLVING SCHOOL DISTRICTS, LABOR ORGANIZATIONS, INDUSTRIES, AND POSTSECONDARY SCHOOLS. THE

FOLLOWING ACTIVITIES HAVE TAKEN PLACE DURING THIS PLANING PERIOD:

- IN AUGUST OF 1991 THE STATE SUPERINTENDENT OF SCHOOLS RECEIVED A GRANT FROM THE COUNCIL OF CHIEF STATE SCHOOL OFFICERS TO ASSIST IN DESIGNING AND IMPLEMENTING WISCONSIN'S YOUTH APPRENTICESHIP PROGRAM. WISCONSIN'S GRANT SUPPORTED A SERIES OF "FOCUS GROUPS" WITH PARENTS AND STUDENTS AS A WAY OF SOLICITING INPUT TO PROGRAM DESIGN AND TO HELP DEVELOP APPROPRIATE MARKETING STRATEGIES THAT SUPPORT THE YOUTH APPRENTICESHIP INITIATIVE. IN NOVEMBER OF 1991 FOCUS GROUP DISCUSSIONS WERE HELD WITH PARENTS AND STUDENTS IN FIVE WISCONSIN COMMUNITIES.

- MEMBERS OF THE GOVERNOR'S CABINET FOR A QUALITY WORKFORCE PARTICIPATED IN A STUDY TOUR OF THE GERMAN APPRENTICESHIP SYSTEM IN LATE OCTOBER 1991, SPONSORED BY THE GERMAN MARSHALL FUND OF THE UNITED STATES. THEIR OBSERVATIONS HAVE ALSO GUIDED THE DESIGN OF THE WISCONSIN YOUTH APPRENTICESHIP SYSTEM, WHICH INCORPORATES THOSE ELEMENTS OF THE GERMAN SYSTEM WHICH ARE MOST APPROPRIATE FOR AN AMERICAN SYSTEM OF YOUTH APPRENTICESHIP.

- LATER THAT YEAR CDS INTERNATIONAL LED A SECOND STUDY TOUR OF THE GERMAN APPRENTICESHIP SYSTEM COMPRISED OF REPRESENTATIVES OF WISCONSIN'S TECHNICAL COLLEGE SYSTEM, LOCAL EDUCATION AGENCIES, DILHR'S BUREAU OF APPRENTICESHIP STANDARDS, MILWAUKEE-AREA BUSINESSMEN, AND STATE EDUCATION AGENCY POLICY LEADERS.

- Printing Industries of America, under a grant from The German Marshall Fund of the United States, is supporting development of the industry standards and mentor certification requirements to operate the first youth apprenticeships in printing in the 1992-93 school year.

- In 1992, the State Superintendent of Schools received a grant from the Council of Chief State School Officers to enhance the implementation of a new statewide system of career exploration and guidance designed to give students information necessary to make a responsible choice about entering Wisconsin's youth apprenticeship program.

- Curriculum development for the printing industry will be completed for use by September of 1992.

- Four occupational areas for the first youth apprenticeship programs have been selected by the Executive Cabinet. They are printing, metalworking, finance and health. The Printing and Metalworking Implementation Groups have completed the steps required to implement programs in these areas. Youth apprenticeships in the finance area are planned for the fall of 1993.
- Two youth apprenticeship programs are planned to begin in the he fall of 1992 which will focus on occupations in the printing industry.

- West Bend High School and Seriograph, Inc. will enroll twelve students in the 11th grade in their youth apprenticeship program. Students will attend school in the mornings in academic and tech prep classes and spend afternoons at Seriograph, Inc. in a work-based learning environment. Specific classes in printing may be taught at the local vocational technical college.

- The Fox Cities Chamber of Commerce is overseeing the development of the program with 12 Fox Valley school districts, in conjunction with the Banta Corporation. Students will attend the local vocational technical college for three days a week and spend two days a week in a work-based learning environment at printing businesses in the Fox Valley area. These students will rotate among business to learn the full range of skills required for printing occupations.

Milwaukee and Waukesha, are planning to implement programs in January of 1993. Other areas around the state are in the initial planning stages and will implement programs in the fall of 1993.

These are Wisconsin's first bold steps, but we can't do it alone. We, and other states welcome federal partnership to energize

SCHOOL-TO-WORK INITIATIVES WITHIN THE CONTEXT OF EDUCATIONAL REFORM EFFORTS. CONNECTING ALL STUDENTS TO THE IMPORTANCE OF WORK AND THE VALUE OF MEANINGFUL EMPLOYMENT WITH A SOLID CAREER-WAGE PROGRESSION, HEALTH INSURANCE, AND THE CAPACITY TO SUPPORT A FAMILY UNIT, IS VITAL TO THE SURVIVAL OF AMERICA.

FINALLY IN CONSIDERING IMPENDING LEGISLATION, BEAR IN MIND SEVERAL CRITICAL ISSUES:

- YOUTH WILL NOT FLOCK TO THE EARNING AND LEARNING ASSOCIATED WITH YOUTH APPRENTICESHIP IF SUCH APPRENTICESHIPS ARE BASED ON SUBMINIMUM WAGE ALLOWANCES, LOW-LEVEL SKILL TRAINING, AND A LACK OF CONNECTION WITH SCHOOL SPONSORSHIP CREDENTIALS LIKE A DIPLOMA. OUR EUROPEAN COMPETITORS HIGHLY VALUE YOUTH AND EXPECT ALL PARTNERS--BUSINESS, LABOR, AND EDUCATION--TO SUPPORT DEVELOPMENT. THEY KNOW YOUTH ARE WORTHY OF SIGNIFICANT FINANCIAL RESOURCE INVESTMENT. AMERICA MUST ALSO MAKE THIS INVESTMENT IN ITS YOUTH.

- STATES NEED THE OPPORTUNITY TO USE CREATIVE METHODS TO PERMANENTLY INVEST IN THIS EFFORT. SUPPORT FOR EXISTING TAX (LIKE FUTA) RESERVE MECHANISMS IN STRONGLY ENCOURAGE.
- THE PROGRAM MUST PROVIDE FOR COORDINATED ADMINISTRATION AT THE FEDERAL, STATE AND LOCAL LEVELS BY EDUCATION, COMMERCE, AND LABOR AGENCIES.

- THE PROGRAM MUST ASSURE COLLABORATION AMONG EMPLOYERS, EMPLOYEES,

AND EDUCATORS TO DETERMINE PROGRAM DESIGN, STANDARDS AND ASSESSMENT. IT MUST DEVELOP STANDARDS ON AN INDUSTRY-WIDE BASIS.

- THE PROGRAM MUST MATCH THE RESOURCES TO BE COMMITTED TO THE MAGNITUDE OF THE TASK OF SERVING MILLIONS OF AMERICAN YOUTH. THIS CANNOT BE A DEMONSTRATION OR PILOT EFFORT, BUT MUST SUPPORT SYSTEMWIDE CHANGE.

MR. CHAIRMAN, AND MEMBERS OF THE SUBCOMMITTEE, WE ARE INVOLVED IN FUNDAMENTAL CHANGE--THE CREATION OF A NEW CHAPTER IN THE SOCIAL CONTRACT FOR YOUTH OF EVERY RACE, EACH GENDER, ALL ECONOMIC GROUPS, RURAL AND URBAN. WE LOOK FORWARD TO JOINING YOU TO MEET THIS CHALLENGE.

THANK YOU.

Chairman PERKINS. Thank you, Mr. Billups.

We will now turn to Dennis M. Scott, Technical Director of Apprenticeship Programs, United Brotherhood of Carpenters and Joiners of America.

Mr. Scott.

Mr. SCOTT. Thank you, Mr. Chairman and members of the subcommittee.

I appreciate the opportunity to address you this morning on this very important issue of school-to-work transition. I also appreciate the comments of those speakers who went before me. I believe that some of those comments will be a good reference point for many of the comments that I'm going to make this morning.

You will find a slight departure in my oral statement from that which I supplied earlier, the written statement. I am going to be a little bit more specific about some of the ways that we intend to implement a school-to-work transition program in our organization.

As Technical Director of the United Brotherhood of Carpenters and Joiners of America, which is a building trades union representing approximately 600,000 members and also about 300 joint labor-management apprenticeship programs throughout the United States, I appreciate the opportunity to present the United Brotherhood of Carpenters' views on the school-to-work transition program.

Just for your information, our organization has apprenticeship programs in carpentry, mill wrighting, floor covering, pile driving, interior systems, lathing, and so there are a number of different trades within our organization.

In recent years, public policymakers have focused on the failure of American schools in preparing noncollege-bound youth with the skills and contacts needed for meaningful, productive lives and careers. Today, our Nation is overwhelmed by social and economic problems arising from the 25 percent of our 46 million students who do not graduate from high school and from the millions of others who graduate inadequately prepared for the workforce.

Many now believe that the basic flaw in the U.S. school system is its disconnection from the workplace. As a result, school-to-work transition policies have become a national priority.

Some educators and policymakers propose to solve the problem of school-to-work transition by creating new agencies—the Youth Apprenticeship Institute, for example—or they propose programs to tie high school youths directly to employers within the community. Others focus on workplace literacy programs.

The United Brotherhood of Carpenters believes that our Nation's long established traditional apprenticeship programs, largely ignored in the rush to create new programs, offer the best opportunity to develop and test the school-to-work transition model.

The United Brotherhood of Carpenters already established apprenticeship programs overseen by joint labor-management committees which are privately funded through collective bargaining.

The crucial elements of an effective school-to-work transition are already in place. What is needed is an interface between traditional apprenticeship and public education. This interface could be facilitated by various Federal departments and agencies with funds

which are already set aside to support school-to-work transition programs.

The United Brotherhood of Carpenters suggests linkages to public education be designed based on the following guidelines:

First, introduce high school students to career opportunities with the trades of carpentry beginning in the 9th and 10th grades in order to promote a better attitude among students about construction in general and about pursuing a career in one of the carpentry trades in particular.

Second, develop and implement math and reading programs based on the various carpentry trades to measurably improve the academic performance of high school students.

Third, design and implement trade-related courses which address genuine trade skills and competencies and focus on preparing 11th and 12th grade students for a full-time apprenticeship after graduation.

Fourth, indenture 12th grade high school students to joint labor-management committees, thus allowing students to buy into formal apprenticeship programs with the United Brotherhood of Carpenters.

Fifth, provide mentors to train 17-year-old students on construction sites so that they can participate in limited work experience during the summer months between 11th and 12th grades and for up to 2 days per week during the 12th grade school year.

Sixth, establish guidelines for minimum wages to be paid to carpentry school-to-work students while on actual job sites.

Finally, seventh, provide graduates of the carpentry school-to-work program direct entry to our full-time carpentry apprenticeship programs with 1-year credit.

To accomplish these goals, the United Brotherhood of Carpenters' Apprenticeship and Training Fund is seeking support from the Federal Government to form an education and training consortium with leading educators and vocational instructors in several States.

The consortium will develop, implement, and evaluate a school-to-work transition linkages with the Carpenters National Apprenticeship Program and selected school districts during a 5- to 10-year demonstration program. The linkage would include preparation of basic skills standards for the carpentry crafts or integration into school-to-work programs throughout the United States.

The skill standards would be built around the core competencies and foundations of the carpentry crafts required for real jobs and basic skills required for high school graduation.

The consortium would target school districts with high dropout rates in several States with a goal to keep students in high school through graduation, at which time they would transition into full-time apprenticeship training with credit for the school-to-work experience.

The curriculum developed by the consortium would provide required high school reading, writing, math, and reasoning skills using carpentry-related content. For example, students would explore geometry skills associated with the use and understanding of the Pythagorean theorem through roof and stair construction.

Reading skills could involve material safety data sheets for product assembly instruction. The students would also gain trade-related knowledge, skills, and safety instructions to prepare them for entry into the trade as full-time apprentices.

The United Brotherhood of Carpenters Apprenticeship and Training Fund has already taken the first step in identifying key employers, labor unions, and vocational experts and educators who will work together to formulate a school-to-work transition program. With appropriate funding, this collaborative committee will focus on the following issues:

One, establishing and documenting the need for a carpentry-based school-to-work program; two, researching and developing competency standards; three, developing trade-related curricula; four, establishing partnerships with school districts; and, five, developing evaluation methods.

In conclusion, the proposed carpenters school-to-work transition program would play a major role in establishing a model for trades and industries which do not use apprenticeship but are interested in starting programs. In addition, the proposed carpenter program would involve education and labor in the school-to-work mission with a special emphasis on the recruitment of women and minorities.

Thank you.

[The prepared statement of Mr. Scott follows:]

STATEMENT BY DENNIS M. SCOTT, TECHNICAL DIRECTOR - UNITED BROTHERHOOD OF CARPENTERS AND JOINERS OF AMERICA TO THE SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES, U.S. HOUSE OF REPRESENTATIVES, IN PUBLIC HEARINGS ON SCHOOL-TO-WORK TRANSITION PROGRAMS

June 17, 1992

I appreciate this opportunity to present the United Brotherhood of Carpenters' views on School-to-Work Transition.

In recent years, public policy makers have focused on the failure of American schools in preparing non-college bound youth with the skills and contacts needed for meaningful, productive lives and careers.[1][2][3][4]

Today, our nation is overwhelmed by social and economic problems arising from the 25 percent of our 46 million students who do not graduate from high school and from the millions of others who graduate inadequately prepared for the workforce.[5]

Dropping out of school is associated with lifetime unemployment,[6] poverty and poor health.[7] During adolescence it is also associated with multiple social and health problems

including substance abuse, delinquency, intentional and unintentional injury, and unintended pregnancy.[8]

U.S. citizens who drop out or are poor performers in school contribute less to the U.S. tax base.[9] They depend more on social services and public support than those who successfully complete high school.[10] In addition, drop-outs and poor performers threaten our nation's ability to compete globally.[11][12][13]

Many now believe that the basic flaw in the U.S. school system is its disconnection from the workplace.[14][15][16] As a result, school-to-work transition policies have become a national priority.[17]

SCHOOL-TO-WORK SOLUTIONS

Some educators and policy makers propose to solve the problem of school-to-work transition by creating new agencies: the Youth Apprenticeship Institute, for example.[18] Or, they propose programs to tie high school youths directly to employers within the community.[19] Others focus on "workplace literacy" programs.[20]

Such programs could be valuable in all occupations, especially those not served by traditional apprenticeship

programs. However, most, by admission of their proponents, must be built from the ground up. They will be expensive. They will be years in development.

Meanwhile, our nation's long-established traditional apprenticeship programs, largely ignored in the rush to create new programs, offer the best opportunity to develop and test the school-to-work transition model. Traditional apprenticeship is successful for those it serves. Its curriculum is already in place, its workplace linkage already established. Linking traditional apprenticeship with school offers an immediate opportunity to build and test school-to-work transition.

THE ROLE OF TRADITIONAL APPRENTICESHIP IN SCHOOL-TO-WORK

The mission of traditional apprenticeship and training programs is to equip apprentices with marketable skills for today's and tomorrow's workplaces. Most are funded by "cent-per-hour" contributions from employers for whom the apprentices work.[21] Such an apprenticeship program's existence depends on its ability to prepare workers for the jobs that contributing employers perform. This is the essential linkage to "real-world" jobs which schools and other vocational institutions, not directly funded by employers, sometimes lack.[(22)] It explains why existing apprenticeship programs repeatedly demonstrate effectiveness in training workers in studies of construction

industry productivity.[25]

The traditional apprenticeship programs' linkage to jobs would benefit high school programs. Likewise, apprenticeship programs, and the employers that contribute to them, would benefit from access to high school students. It is the basis for a natural, cost-effective partnership.

Clearly, schools and traditional apprenticeship programs are natural allies in the school-to-work paradigm to upgrade the competency of America's workforce. Together, schools and traditional apprenticeship programs can offer a comprehensive delivery system for transforming us into a "nation of students" from pre-school to retirement. This alliance would help to model future non-traditional apprenticeship programs.

Traditional apprenticeship programs have established joint labor-management committees which are a valuable intermediary between student and employer. In addition, traditional apprenticeship programs share costs of training among many employers in order to offer a wide base of skills training and employment opportunities at a reasonable cost.

The crucial elements of an effective school-to-work transition are in place. What is needed is an interface between traditional apprenticeship and public education. This interface

could be facilitated by various Federal departments and agencies with funds which are already set aside to support school-to-work transition demonstration programs. Such funding should be available for development of career awareness programs, guidance counselor training, curriculum development and testing and training for vocational teachers.

The results of an immediate demonstration program involving traditional apprenticeship would guide the development of other non-traditional school-to-work transition programs, which are now in only their formative stage. And for those very few non-traditional programs already underway, a school-to-work transition program for traditional apprenticeship provides the opportunity to compare the cost-effectiveness of the two types of programs.

TRADITIONAL APPRENTICESHIP - PAST AND PRESENT

In the past, many apprenticeship programs were criticized for preferential selection,[26] because of father-to-son craft traditions which, unwittingly or not, excluded minorities and women. Today, the situation is far different. Traditional programs register apprenticeship standards which require affirmative action plans with goals and timetables for recruitment of minorities and women. As much as apprenticeship programs want to achieve these goals and timetables, in recent

years the biggest problem has been in the recruitment of qualified applicants as apprentices to maintain a competent workforce. Each year we turn away hundreds of women and minority applicants because employers are reluctant to take "green kids," with poor math and reading skills. Furthermore, finding educationally-qualified apprentices has become more and more difficult as the range of jobs and skills performed by carpenters has increased.

Currently, the mean age for a beginning apprentice carpenter is 24.[25] This means that the average apprentice spends 6 years wandering from job to job before developing the work skills and employment contacts needed for productive, rewarding work. A school-to-work transition program would help the Carpenters Apprenticeship Program recruit qualified women and minority applicants, while helping to reduce the number of non-productive, low-pay years between high school graduation and entry into apprenticeship (25% of non-college bound students try traditional apprenticeship programs at least once).[26]

ADVANTAGES OF SCHOOL-TO-WORK WITH TRADITIONAL APPRENTICESHIP

First, by introducing students to the career opportunities of carpentry beginning in the 9th and 10th grades, a school-to-work transition program would promote a better attitude among students about apprenticeship.

Second, an applied curriculum teaching math and verbal skills based on the various carpentry trades would measurably improve the academic performance of underachievers. Career education in the classroom is known to improve student school achievement, motivation and decision-making skills.[27] Students exposed to career education have better achievement records than comparable students without such programs.[28]

Third, school-to-work programs could help recruit women and minorities, and help reduce the attrition of apprentices in traditional apprenticeship programs. Drop out rates run as high as 50 percent during the first two years.[29] This is a waste of time for the failed apprentice and of valuable resources for the apprenticeship program. Introducing youth to carpentry apprenticeship during the 11th and 12th grades of high school would allow students to determine early on if it is the career they wish to pursue.

Fourth, much of the work experience and knowledge required to become a successful carpenter apprentice could be developed during a two-year school-to-work transition program. This would save many students the fate of wasting six to eight years after high school before gaining access to carpentry apprenticeship programs. Earlier entry to the craft means more years of productive work for the apprentice and for the industry.

Clearly, involvement in a school-to-work transition demonstration project would benefit America's youth and the Carpenters' apprenticeship program.

THE UBC APPRENTICESHIP AND TRAINING FUND SCHOOL-TO-WORK PLAN

Because the benefits are so clear, the UBC Apprenticeship and Training Fund of North America is seeking support from the Federal Government to form an education and training consortium with leading educators and vocational instructors in several states. The consortium will develop, implement and evaluate a school-to-work transition linkage with the Carpenters National Apprenticeship Program and selected school districts during a five to 10 year demonstration project. The linkage would include preparation of basic skills standards for the carpentry crafts for integration into high school vocational education throughout the nation using the SCANS model.[30]

The skills standards would be built around the core competencies and foundations of the carpentry crafts required for real jobs and basic skills required for high school graduation. The consortium would target school districts with high drop-out rates in several states. The goal would be to keep students in high school through graduation, at which time they would transition into full-time formal apprenticeship training with credit for their high school experience in a school-to-work

program.

The modified curriculum developed by the consortium would teach required high school reading, writing, math and reasoning skills using carpentry-related content. For example, students would explore geometry skills associated with use and understanding of the Pythagorean Theorem through roof and stair construction; reading skills could involve MSDS's or product assembly instructions. The students would also gain trade-related knowledge, skills, and safety instruction which would prepare them for entry into the trade as full-time apprentices.

Students entering the carpentry-related high school program would be assessed for literacy and grade level performance using standardized tests. Changes in skill levels would be evaluated annually and at graduation. Graduates of the carpentry school-to-work program would be compared pre- and post-program as well as with other comparable high school students for basic literacy and other educational measures. Program dropout rates would be evaluated using a matched control group that did not receive the carpentry-based high school program.

EVALUATION OF UBC SCHOOL-TO-WORK PLAN

Evaluation would focus on several relevant issues: 1) Success in keeping students in high schools. 2) Success in

boosting traditional academic performance. 3) Success in apprentice retention and completion, with school-to-work transition being compared with traditional recruitment. 4) Change in mean age of apprentices in carpentry programs in areas using the school-to-work transition program. 5) Estimates of cost-effectiveness vis-a-vis development of foundation and competency skills, completion of apprenticeship, employability and earning power. 6) Program success with minority, women or other disadvantaged youth.

Evaluation would require longitudinal comparisons within each selected school and apprenticeship program as well as pre- and post- cross-sectional surveys of matched pairs of participating and non-participating schools and apprenticeship programs. Annual evaluations with five and 10 year study end points are recommended.

TAKING THE FIRST STEP FOR UBC SCHOOL-TO-WORK PLAN

The UBC Apprenticeship and Training Fund of North America has already taken the first step by identifying key employers, labor unions, vocational experts and educators who will work together to formulate a school-to-work transition program. With appropriate funding, this collaborative committee will focus on the following issues:

1. Developing the approach to high school completion programs that integrate occupationally-based knowledge and skills into the curriculum, including:

   a. major divisions or specialties within the carpenter's occupation to be covered;
   b. minimum hours of study needed in each division or specialty;
   c. minimum tools or equipment needed;
   d. special training for instructional staff.

2. Establishing and documenting the need for the carpentry-based program focusing on:

   a. national need for carpentry skills;
   b. transferability of carpentry skills to other occupational settings;
   c. the unique appeal of the carpentry trade as a vehicle for enhancing basic reading and math skills;
   d. how the proposed standards-development process will meet the needs of businesses;
   e. the benefits to labor, business, and education.

3. Coordinating the development of the proposed competencies with business, labor and educators in targeted areas.

4. Selecting school districts to participate.

5. Developing the evaluation methods, including:

   a. A formative evaluation to assess and improve the accuracy of the criteria;
   b. A summative evaluation, to be conducted by an independent evaluation organization.

CONCLUSION

The proposed Carpenters school-to-work transition program could play a major role in establishing a model for trades and industries which do not use apprenticeship, but are interested in developing programs. In addition, the proposed Carpenter program would involve Education and Labor in the school-to-work mission, with a special emphasis on the recruitment of women and minorities.

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Chairman PERKINS. Thank you very much, Mr. Scott.

We would now like to turn to Andrea Dobson, the vice chair of the Oregon Workforce Quality Council.

We are pleased to have you with us, Ms. Dobson. Please give us your thoughts.

Ms. DOBSON. Thank you, Mr. Chairman.

It is a pleasure to be here this morning with this distinguished company. Looking at your witness list, I believe I am the only working journeyman bus mechanic on your list, and it has been very exciting listening to the things that are going on in other States. Even though there is a tremendous variety from State to State on the specifics of the programs, I think we are all working on the same assumptions, which kind of reinforces our feeling that we are on the right track.

What I would like to present this morning in summarizing my written testimony is not so much a detailed description of our youth apprenticeship program which is in its infancy—and I have to say that we appreciate the assistance of the Department of Labor in funding us as one of the six pilot States for youth apprenticeship, because that has kind of jump-started our youth apprenticeship program which was created by the Legislature but now faces severe budgetary problems, as does everything else in the State.

But our youth apprenticeship program is part of a much bigger picture of what has been going on in Oregon in the last few years. The vision we have as the Workforce Quality Council is that Oregon will have the best educated and prepared workforce in the Nation by the year 2000 and a workforce equal to any in the world by 2010.

This mission came out of a strategic planning effort that we started in the late 1980's. We looked around and discovered that our economy was diversifying away from our dependence on the timber industry, that we were creating new jobs but that our per capita income was going down.

There is an ancient proverb that says if we don't change our direction we are liable to end up where we are headed, so we decided we wanted to reverse that trend, and what we decided to do was to take a high-skill, high-wage path.

Part of this process was to establish a set of benchmarks to measure our progress towards our goal, and these benchmarks fall into three interdependent elements which are: establishing a robust economy, improving our excellent quality of life, and creating exceptional people.

In order to reach our benchmarks for exceptional people, we have adopted what we call a human investment strategy, and we have two major tools that we have created in the 1991 legislature for working on this strategy.

The first is the Oregon Workforce Quality Council, which will oversee our efforts to build a competitive economy for Oregon by reforming our education and job training systems and by stimulating private sector investment in workforce development and creation of high-performance work organizations, and the second one is the Educational Act for the Twenty-first Century, which is a complete restructuring of our public school system.

I believe Chairman Perkins used the word "revolution" in his opening comments. This is more than just a new program, it is a revolution in the whole way that we think about economic development and about the delivery of government services, and we have had to make several changes in the way that we think about these things.

First of all, we have tried to bring decision-making down to the local level as much as possible. We have divided the State into 15 regions. Each region will have its own regional workforce quality committee, and they will develop strategic plans for their own area and give feedback to the State Council.

Second—and I was happy to hear Governor McKernan emphasizing this—the State strategy has to be private sector driven, and, as you can see from the diagram of the membership of our Council, the private sector members make up the majority of the Council and they hold the leadership positions on the Council.

Third, we are beginning to assess programs based on outcomes rather than inputs. In the past, we have evaluated the success of a school district by how big is their tax base, what is their teacher/student ratio, and now we are more results oriented. We are looking at what skills can your students demonstrate.

Fourth, we look at economic development and social services as two sides of the same coin, and we put the highest priority on programs that are preventive in nature. We feel that making investments in things like prenatal care, Head Start for all eligible children, and support services in the schools and in the workplaces for students and workers will enable us to reduce our future expenditures on things like unemployment insurance, welfare, drug rehabilitation, and prisons.

Fifth, we have changed our focus from the idea of helping the needy to investing in people and expecting to get a return on our investment with the idea that we can't afford to waste a single citizen.

Sixth, our concept of teamwork among agencies and programs is evolving from cooperation, which meant in the past that we had to sign off on each other's grant proposals, through what we now call collaboration, where we work on things together, we talk about things together. We are moving towards the next step, which is integration, and by integration we mean literally these different programs will sit down and figure out their budgets and write them down on the same piece of paper.

As the graphic shows, the Workforce Quality Council brings together private sector leaders with key government decision-makers in order to help create an education, employment, and training system that is client centered and efficient and accessible to all Oregonians, and I have also included two documents that go into greater detail on our education reform.

Basically, after demonstrating mastery of basic skills in ungraded primaries and the first 10 years of school—and this demonstration would be by authentic assessments such as portfolios rather than just tests—we will no longer pass students through grade school just because they have been in the seat for a certain number of days.

Then in the last 2 years of high school, students will choose a broad career area, such as business and finance, arts and communications, natural resources, manufacturing, and technology, and there will be heavy emphasis on work experience and school-to-work transition programs in those last 2 years and also an emphasis on flexibility.

The students will choose a career area that interests them. They will not choose whether they are going to go to college or not when they are in the 10th grade. We want to really avoid that type of tracking, and this is something that has been difficult even for educators, who are supposed to be helping us work on this, to grasp.

There will no longer be a college prep track and a general track as we have had in the past, but any student can pursue in his chosen career area a variety of options for postsecondary education and training, whether it be apprenticeship, community college, or going directly into the workforce, and they can go back and forth at any time. If you decide in the 11th grade you would really like to be an electrician and you are working towards getting into the electrical apprenticeship program, and in 12th grade you decide that you are really interested in this field and you want to become an electrical engineer and go to a 4-year college, then those options should be kept open.

As I said, our youth apprenticeship is in its infancy and we do not have a lot of details, but we have a lot of ideas about how we want to go about that. I think input from organized labor is absolutely essential, and I can give you at least three reasons why I feel that is true.

First of all, we depend on the private sector for our labor market information and for identifying the necessary skills, and if you get only business's side of the picture you do not get a balanced picture, so you need some input from organized labor on that.

Second, as you have heard today from some of the other witnesses, labor has years of experience in running successful training programs, not only apprenticeship programs but many other programs in industrial unions as well.

Third, we need input from labor as an advocate for the interests of young workers. We would like to make changes in the laws, child labor and other laws, that get in the way of programs of this type, but we also want to protect the safety and health of the students and make sure that they are getting a solid academic background.

I feel that our success so far in Oregon is based on a couple of elements. First of all, we have a commitment from the top to make it happen and to make sure that all the partners are involved. From the makeup of the councils right down to when we give away grant money, that is one of the things that they are evaluated on: Has the school board gotten an advisory committee that includes input from labor, business, and everyone in the community?

Second, we have done a lot of work on expanding the capacity of each of the partners to assist in the process. We have held a major conference in Oregon for labor on establishing labor's agenda and finding out what sort of training we need to enable people in the labor movement to assist in this process.

Ray Marshall, who cochaired the Commission on the Skills of the American Workforce, was our keynote speaker, and we thought if we had 75 people attend this conference it would be a great success, and we had to cut off the registration at 180 and turn people away. It was quite successful.

We also have a standing committee in the State AFL–CIO on worker education and training, and I would have liked to bring the report to you, which I think is excellent, but it has not been passed by the convention. That will happen tomorrow. Our convention is going on right now. It was passed unanimously by the committee, and I have every expectation that that will pass and will be available to you, if you wish.

The third thing that I would like to suggest is that you build on established successes. Take organizations such as joint apprenticeship and training committees and models that we already have of how the partners have been working together successfully, and other people can see from a model; it is a lot easier to get a concept from watching it happen and then spreading that through the various networks and organizations.

That is a very brief summary of my written testimony, and I would be happy to answer questions from the committee.

[The prepared statement of Ms. Dobson follows:]

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STATEMENT OF ANDREA DOBSON
VICE CHAIR, OREGON WORKFORCE QUALITY COUNCIL

I am Andrea Dobson, Vice-Chair of the Oregon Workforce Quality Council. I am a Trustee of the Northwest Oregon Labor Council and Past President of Amalgamated Transit Union Local 757. I appreciate the opportunity to speak to this subcommittee about Oregon's unprecedented effort to reform our education and training systems. Our vision is to have the best educated and prepared workforce in the nation by the year 2000, and a workforce equal to any in the world by 2010.

Alarming national trends show that the earning power of our workers has declined 13% since 1979. For Americans without a high school diploma, real wages have fallen 25%.

Most American businesses continue to pursue a low-wage strategy that has resulted in a growing inequity in income distribution. At the same time, the face of our workforce is rapidly changing. By the year 2000, women and minorities, who are traditionally less educated, will make up 67% of the new entrants to the job market.

If our current course is not corrected, we face a grim future, where a small group of financially secure people will live in isolation from a larger group of the unemployed, underemployed, and undertrained. All will be struggling in a stagnant economy. Citizens will feel hopeless about the ability of governments and communities to assure dignity in old age, productive and inclusive workplaces, and a vital democracy. Oregon is taking very seriously the need to act now based on the following challenges:

1) We can't continue to undereducate our youngsters and train workers for low-skill jobs that pay low wages. Workers must be able to adapt to changing technology. They need technical skills and problem-solving skills. They must be able to work effectively in teams and be culturally competent to work with each other and with global customers and suppliers. They must have access to higher education. Studies indicate the more years of formal education a person has, the higher the person's income will be, regardless of race or ethnic origin.

2) We can't afford to waste a single Oregonian, including women, minorities, immigrants, the disabled, senior citizens, or any at-risk child. We must get our unemployed--including dislocated timber workers, injured workers, and welfare recipients-- back to work.

3) We must influence business to create high-skill jobs which pay family wages. Adding value through the intelligence and skill of workers can make family-wage jobs feasible. Business must be clear about what it needs in skilled, trained workers, and it must organize the workplace to take advantage of the productivity that comes from having a skilled workforce.

4) We must involve all sizes and types of businesses in educating and training their own workers. We need to encourage them to see training and education as an investment, not an expense. Businesses in this country use less than 1½% of payroll on training; and the training they do is focused almost entirely on professionals and managers--not front line workers. Most of our global competitors invest over 3 % of payroll on training, and the training is targeted to the entire workforce.

5) We must recognize that social and economic policy are two sides of the same coin. Our investments in pre-natal care, child care, and other social supports for children are part of preparing the workforce of tomorrow.

In order to measure our progress toward achieving a world class workforce, we have developed a set of Benchmarks for Exceptional People. The 1991 Legislature adopted this set of instruments that set 5, 10, 15, and 20 year measurable goals. They ask us, for example:

> to increase the percentage of high school graduates from 73 percent today to 83 percent in 1995 and 95 percent by 2010
>
> to increase the percentage of high school students enrolled in vocational and technical programs from 9 percent today to 55 percent by 2010.
>
> to increase the percentage of Oregonians with a bachelor's degree from 23% today to 30% in 2010.

Oregon's Human Investment Strategy is based on the need to respond to these challenges by bringing together our social service, education, job training, and economic development systems into a coordinated effort. A human investment approach means changing our thinking from"taking care of the needy" to "investing in people" and expecting to get a return on our investments.

Two important components of the Human Investment Partnership are the Workforce Quality Council and the Educational Act for the 21st Century, both created by the 1991 legislature.

The Workforce Quality Councilwill take the lead in reshaping the state's education, employment, and training system. The Council includes business, labor, and community representatives and key government decision-makers--the Governor (or her designee), the Superintendent of Public Instruction, the Community College Commissioner, the Chancellor of Higher Education, the Labor Commissioner and the State Directors of Economic Development and Human Resources.

The Workforce Quality Council is well-positioned to provide the critical leadership needed to build a world class workforce. It is not just another advisory board, but a council vested with broad

mandates and the authority to take bold action. It brings to the table business, labor and community leaders who are deeply involved through professional and industry networks. The key to its success will be the Council's ability to stimulate a much larger private sector investment in improving Oregon's workforce.

The Educational Act for the 21st Century will reform Oregon's public schools. It is a striking break with tradition, focusing on readiness for school, early childhood education, demonstration of attained skills throughout the elementary grades, and the critical school to work transition.

The Act requires every student by the age of 16 (or 10th grade) to demonstrate mastery of educational knowledge and skills comparable with world standards. Once mastery is demonstrated, students will select a broad career area for further studywhich will prepare them for a four-year college, a community college, an apprenticeship program, or a family wage job after graduation.

For every student there will be a more sophisticated curriculum in science, math and technology that allows students to apply their knowledge, both in the classroom and at a job site. To implement this component of the school reform legislation, Oregon educators will need to work hand-in-hand with employers to develop a curriculum that ensures students are work-ready when they complete their education. The attached graphic shows how the new system is structured to achieve this goal.

Key elements include:

1) Site-based decision making, involving teachers, parents,students, classified employees, and the community

2) Outcome based assessments. Students will no longer get credit for "seat time" but will be required to demonstrate competency through portfolios and other "authentic" assessments.

3) Expanded Head Start and integration of social services to insure every child is ready to learn.

4) Increased flexibility in post-secondary options to avoid "tracking" of students into college prep or general track.

5) Involvement of business and labor in developing curriculum and performance standards for school-to-work-transition.

The focus of today's hearing is on the last key point: how do we involve all the partners to insure the success of our efforts, particularly in the critical area of school-to-work transition? Our experience in Oregon so far shows three essential elements to our success--although I would emphasize that the program is in its infancy and we may discover more along the way!

First there must be a commitment from the top to make the partnerships happen. Governor Barbara Roberts and former Governor Neil

Goldschmidt recognize and support the concept that involvementof all the partners is not merely politically expedient. It is essential to the success of the program. Involving Labor as well as Business insures that we have a balanced picture of the work world to offer our students. If we expect these partners to devote time and money to supporting the process, they must feel included from the beginning or they will not "buy into" the program.

The key decision makers have expanded the traditional vocational advisory committees. Involvement of all partners is a major criterion for funding of pilot programs in education reform.

A second essential element is expanding the capacity of the individual partners to assist in the process. For example, a conference was held in February,1992 to develop labor's agenda for workforce development and education reform. The conference was co-sponsored by the Oregon AFL-CIO, the Labor Education and Research Center of the University of Oregon, and the Oregon Economic development Department. Ray Marshall, who co-chaired the Commission on the Skills of the American Workforce, was the keynote speaker. In addition, the Oregon AFL-CIO convention in 1991 created a standing committee on Worker Education and Training that will present an extensive report on how labor can assist in the education process. The report is not available for release at this date, although it was unanimously adopted by the Committee. I have every expectation that it will be adopted by the full convention this week, and will be available to this subcommittee at that time.

Business leaders are also working through their networks to educate their colleagues. We are particularly concerned with getting small businesses involved, as they make up a large percentage of Oregon's economy. The inclusion of workforce development on the agenda of a recent national meeting of the National Federation of Independent Businesses is an encouraging sign.

The third key is building on past successes to get people working together who have traditionally worked in isolation from each other. Joint Apprenticeship and Training Committees, Private Industry Councils, and Voc. Ed. Advisory Committees are good examples. One technique the Workforce Quality Council uses to expand on these models is to involve individuals who represent not only themselves but a larger network or constituency such as a Chamber of Commerce or Central Labor Council.Leadership from the top levels of government has been essential here as well. State agencies have done an excellent job of modeling the use of cross-functional teams to break down barriers to cooperation."Turf battles"are unacceptable if we are to provide the most efficient service to clients.

Organized labor is generally very supportive of the concepts of youth apprenticeship, structured work experience, and improved school-to-work transition. We also have some concerns. There is a great deal of concern in the traditional apprenticeship community. Union apprenticeship programs in the building trades and electrical-mechanical trades are arguably the best job training programs in history. We have much to gain from the expanded use of the apprenticeship model in other industries. However, there is a disturbing

tendency these days tomisuse the term apprenticeship. The success of this model is based on several essential elements as outlined in The Meaning of Apprenticeship-- When and How to Use the Term, a policy recommendation by the Federal Apprenticeship Committee. These key elements include rigorous standards, training by masters of the craft, substantial investment on the part of the employer, classroom as well as on-the-job training, and minimum requirements for protecting the welfare of apprentices, among others.We must not weaken the apprenticeship concept by using the term to apply to any and all on-the-job training programs.

There is also a fear that these successful programs will be asked to lower their standards. Already some programs have been lengthened by as much as a year, primarily to do remedial work in areas where our schools are failing to prepare students to succeed.

Labor will continue to advocate for a commitment on the part of industry to improve the organization of work. Businesses tend to feel threatened by the idea of worker participation. There is no sense in training our youth to be creative, high skilled workers if there are no high performance work organizations to hire them.

We also have serious concerns for the rights of young workers. We cannot allow businesses to exploit students as cheap labor or use them to displace older workers. We insist upon strong safety standards, high academic standards, and protection of existing collective bargaining rights. We are concerned about the proposals from the Department of Labor that would greatly expand the authority of the Private Industry Councils in a "one-stop-shop" approach to integration of job training and support services. Labor representation on the PICs must be substantially increased for this approach to be successful.

We in Oregon support this Subcommittee's efforts to expand the youth apprenticeship and school-to-work transition concept. We appreciate the opportunity to share with you our insights and our progress in these areas. We are proud to be on the "cutting edge" in workforce development and education reform and we hope that other states as well as the federal government will be able to profit by our example.

The attached documents provide additional detail on the mission, goals and membership of the Oregon Workforce Quality Council and the structure of the 21st Century Schools concept. We ask that they be included in the record of today's hearing.

OREGON WORKFORCE QUALITY COUNCIL

GOALS

1. To provide comprehensive education and training programs that equal the highest international standards of achievement.

2. To promote continuous public and private investment in improved management practices, competitive production processes, and worker training.

3. To develop the capacity of and provide significant opportunity for business and labor to direct the development and delivery of education and training policy, programs and standards.

4. To coordinate the delivery of all education, training, employment, apprenticeship and related programs to eliminate needless duplication and assure efficient and effective provision of those services.

5. To insure the equitable distribution of quality education, training and employment services statewide, especially to rural and distressed areas of the state and to economically disadvantaged citizens.

6. To achieve the benchmarks established by the Oregon Progress Board that relate to education and training.

GUIDING PRINCIPLES

1. The state must promote innovation in curriculum and delivery systems in our public schools.

2. The state must prepare all youth to pursue college, technical or professional certificate programs, apprenticeships, work-based training and school-to-work programs.

3. Greater employer investment is essential in ongoing training of all workers to meet workforce needs.

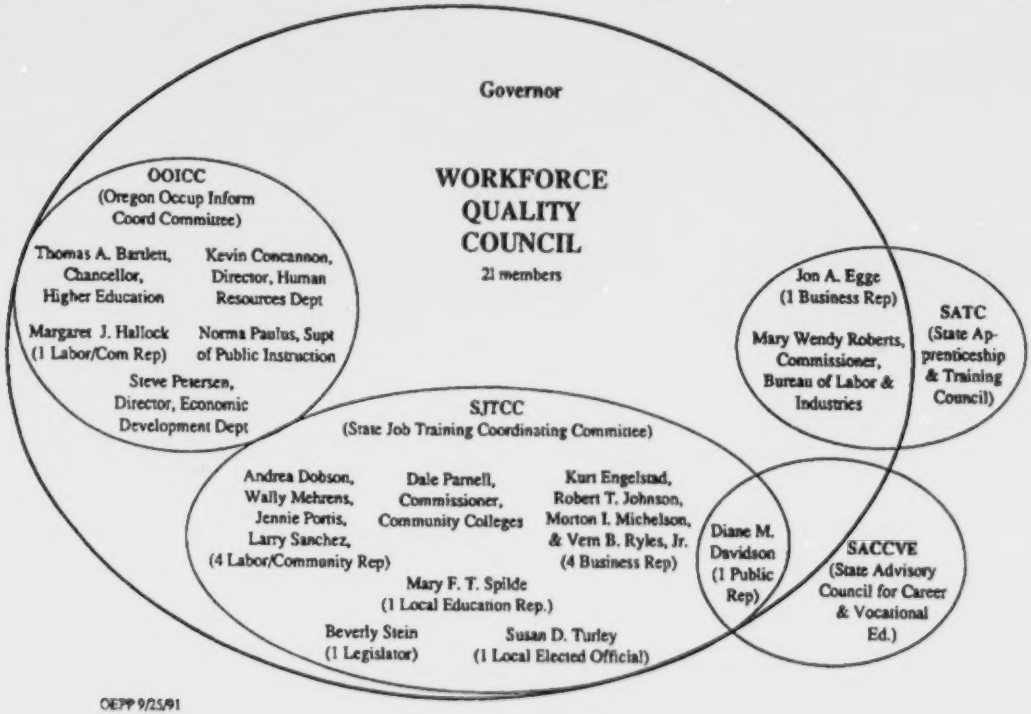
4. The state must encourage Oregon businesses to improve productivity by creating high performance work organizations that require high skills and provide high wage jobs.

5. All employment-related training, education and job placement services and sources of funds must be coordinated and must complement Oregon's efforts on behalf of youth and adults.

6. Workforce services must be easily accessible to youth and adults.

7. State leadership and resources must leverage local leadership and resources and allow local determination of how programs are delivered.

8. Federal resources must complement and not drive Oregon's state and local workforce strategy.


Governor
WORKFORCE QUALITY COUNCIL
21 members
OOICC
(Oregon Occup Inform Coord Committee)
Thomas A. Bartlett, Chancellor, Higher Education
Kevin Concannon, Director, Human Resources Dept
Margaret J. Hallock (1 Labor/Com Rep)
Norma Paulus, Supt of Public Instruction
Steve Petersen, Director, Economic Development Dept
SJTCC
(State Job Training Coordinating Committee)
Andrea Dobson, Wally Mehrens, Jennie Portis, Larry Sanchez, (4 Labor/Community Rep)
Dale Parnell, Commissioner, Community Colleges
Kurt Engelstad, Robert T. Johnson, Morton I. Michelson, & Vern B. Ryles, Jr. (4 Business Rep)
Mary F. T. Spilde (1 Local Educanon Rep.)
Beverly Stein (1 Legislator)
Susan D. Turley (1 Local Elected Official)
Jon A. Egge (1 Business Rep)
Mary Wendy Roberts, Commissioner, Bureau of Labor & Industries
SATC
(State Apprenticeship & Training Council)
Diane M. Davidson (1 Public Rep)
SACCVE
(State Advisory Council for Career & Vocational Ed.)

OEPP 9/25/91

HB 3565; THE EDUCATIONAL ACT FOR THE 21ST CENTURY

The legislative objectives of HB 3565 are the foundation for the Oregon Department of Education's organization of the 21st Century Schools Council and 21st Century Schools Task Forces.

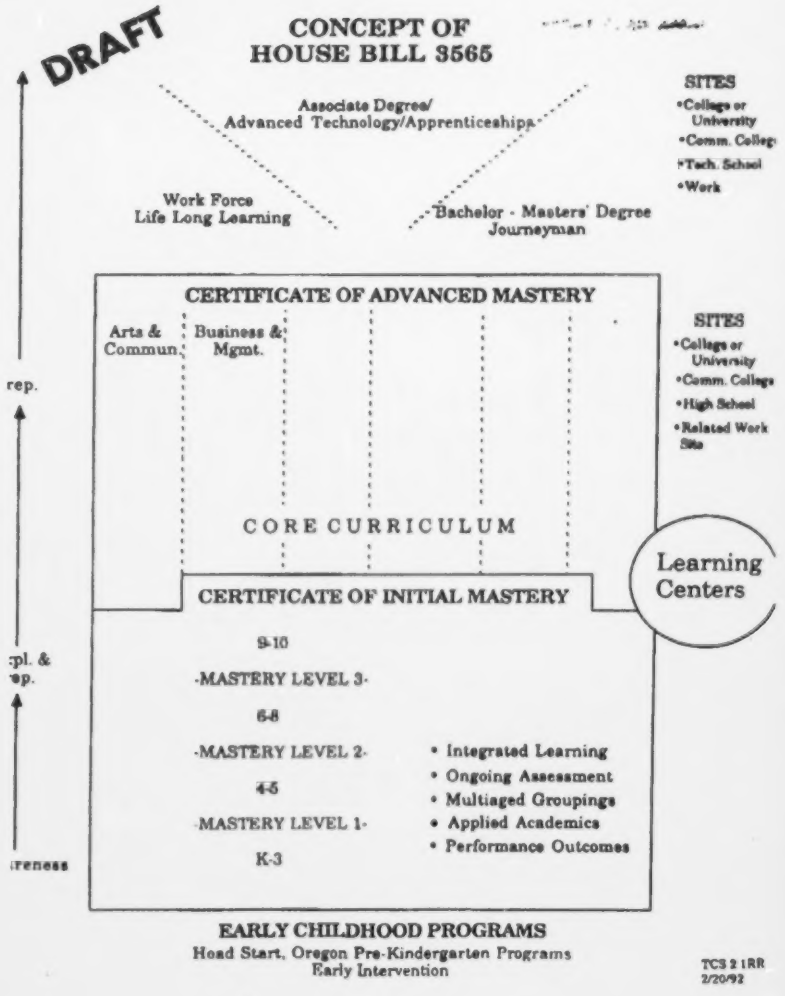
The legislative objectives include:

- Commitment to develop new high performance standards for students represented by Certificates of Initial and Advanced Mastery.
- Establishment of alternative learning environments for students who have difficulty with knowledge and skills required by the Certificate of Initial Mastery.
- Provide quality education to all regardless of language, culture, race, gender, capability, or location. All students can learn when offered appropriate learning opportunities with rigorous standards and expectations.
- Provide young children and families with services at the highest possible standards. Head Start programs funded for 50 % of eligible children by 1996 and all eligible children by 1998.
- Establish business, labor and education partnerships to develop standards for academic professional technical endorsements, provide on-the-job training, and apprenticeships.
- Restructure the educational system to achieve workforce goals.
- Put the highest priority on educational programs and strategies that are preventive in nature.
- Develop extended school year and reach 220 day school year by 2010.

The 21st Century Schools Task Forces are:

Certificate of Initial Mastery	Middle Level
Alternative Learning Environments	Integration of Social Services
Non-Graded Primary	Employment of Minors
Site-Based Decision Making	School Choice
Certificate of Advanced Mastery	Extended Day and Year

In addition, a new task force on School to Work Transition has recently been appointed.


DRAFT
CONCEPT OF
HOUSE BILL 3565
Associate Degree/
Advanced Technology/Apprenticeships
Work Force
Life Long Learning
Bachelor - Masters' Degree
Journeyman
SITES
•College or University
•Comm. College
•Tech. School
•Work
CERTIFICATE OF ADVANCED MASTERY
Arts & Commun.
Business & Mgmt.
CORE CURRICULUM
SITES
•College or University
•Comm. College
•High School
•Related Work Site
Learning Centers
CERTIFICATE OF INITIAL MASTERY
9-10
-MASTERY LEVEL 3-
6-8
-MASTERY LEVEL 2-
4-5
-MASTERY LEVEL 1-
K-3
• Integrated Learning
• Ongoing Assessment
• Multiaged Groupings
• Applied Academics
• Performance Outcomes
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EARLY CHILDHOOD PROGRAMS
Head Start, Oregon Pre-Kindergarten Programs
Early Intervention
TCS 2 1RR
2/20/92

Chairman PERKINS. Thank you very much, Ms. Dobson, for your excellent testimony.

Mr. Richard Kazis, director, Work-Based Learning Programs, Jobs for the Future, Cambridge, Massachusetts.

Mr. KAZIS. Thank you, Mr. Chairman, for the opportunity to speak with you today.

As you said, I work at Jobs for the Future, which is a national organization in Cambridge that since the mid-1980's has been working closely with States and communities around the country on issues of workforce quality, including school-to-work transition efforts. In 1990 we began a long-term program to define, support, and advance youth apprenticeship efforts in this country, and it is as director of that effort that I am happy to be here today.

One component of Jobs for the Future's National Youth Apprenticeship Initiative is our technical assistance and research work with 10 demonstration projects around the country—these are local sites around the country—where each project is experimenting with youth apprenticeship as a strategy to address both employer needs for capable entry-level workers and young people's needs for skills and responsibility that can prepare them for productive employment and productive citizenship.

Several of these programs have testified before this committee and other congressional committees in recent months. Each is committed to certain essential program elements that include: one, a part-time job and training provided by a local employer; two, the integration of academic and vocational learning and of school and work-based learning experiences; three, a structured link between secondary and postsecondary institutions that are participating in the program; and, four, the award of recognized, portable, academic and occupational skill credentials. If you take apart each of those four elements, you will find a lot of areas where you need State and national level support and leadership both from the public and private sector to actually put those pieces together.

A second central focus of our activities in this project is with States, and Jobs for the Future has assisted several States that are building new alliances and new systems for improving career preparation and prospects for the young people in those States.

In April we convened a meeting of representatives from 12 different States, from Maine to California, from Oregon to Arkansas, that are working to create youth apprenticeship systems, and these States agreed to a statement of common system design principles, and they agreed to work together to share information and their experiences to improve and strengthen their individual activities. I want to come back to the statement of their design principles at the end of my statement.

We have been impressed by the enthusiasm and the efforts of many States, including many of the States that have spoken here today, on this issue, and we have also seen that careful efforts from the outset to include and not to alienate key constituencies—employers, labor, the education community, the traditional apprenticeship community—those can pay off in building the kind of working relationships and trust that are critical if any of these efforts are really to progress very far.

You have already heard about the initiative in Maine. Jobs For the Future has worked most closely during the past 2 years with three States—Pennsylvania, Wisconsin, and Arkansas. La Marr explained to you what is going on in Wisconsin and Jobs For the Future's role there, so I won't repeat that. I want to spend a couple of moments on Pennsylvania and Arkansas and some of the activity there.

In Pennsylvania, the Department of Commerce launched a statewide youth apprenticeship program initially in the metalworking industry. Planning for this initiative involved representatives of the industry and lead employers around the State, the National Trade Association for Small Metalworking Shops—the NTMA—organized labor, including the two teachers unions representing teachers in Pennsylvania, representatives of high schools, community colleges, vo-tech schools, and relevant State agencies, including commerce, education, and labor, and industry.

Jobs For the Future helped facilitate the initial planning process for that program and has provided some technical assistance support during the first experimental year, and recently the Secretary of Education in Pennsylvania has been working on a plan to introduce youth apprenticeship in more industries and to take what started out as a demonstration project up to a statewide system level.

Arkansas was one of the first States to take a hard look at ways that States can encourage employers to play a more significant role in the preparation of young people for high-skill careers. In 1991 the legislature passed a bill authorizing two rounds of demonstration projects. A third of the funds in that legislation were earmarked for improvements of traditional apprenticeship programs, two-thirds were earmarked to demonstration projects to create youth apprenticeship programs in Arkansas, models that would link employers, high schools, and postsecondary institutions.

Our role in Arkansas was to conduct some focus groups and to do some initial feasibility research that helped in the design of their State strategy.

What was impressive in Arkansas was, again, the conscious decision to be inclusive in the planning process. The Arkansas Apprenticeship Coordinating Steering Committee, whose membership includes the employers, union officials, the providers of related instruction, and public representatives, they played a key role in shaping the legislative initiative that was drafted by the governor's office, and the early decision to be inclusive and to include employers, labor representatives, and the education community together in that planning process meant that there was a strength there that paid off.

Jobs For the Future applauds the subcommittee's focus on these issues, and I want to close my statement with a few thoughts on what we think are important elements of a system or a Federal effort in this area. First of all, it seems to us the ultimate goal that we are all heading towards in different ways must be the creation of new, recognized, and valued pathways to high-skill, high-wage careers that do not require a 4-year baccalaureate as the entryway in. These should be high-quality programs with high expectations and high reward.

As Governor McKernan emphasized, there should be flexibility in the delivery system partly because from State to State the variation in the capacity and in the structure of the institutions is great, and from industry to industry the variability is great, so there has to be a flexibility built in.

We believe that there has to be a clear secondary/postsecondary link and articulation so that youth apprenticeship provides an opportunity for both occupational and academic advancement for participants. As other people have emphasized, these efforts will go nowhere unless employers and the private sector takes the lead, feels the need, expresses that need, feels they are going to get what they want out of the program. If you don't have that, it will be very difficult to rescale, to come to any kind of significant impact.

Finally, while Jobs For the Future works with a lot of demonstration projects and believes in the importance of demonstration projects as both a vision of the possible and a laboratory for testing design elements. We see a critical importance in building systems and not in creating new demonstration programs that will wither on the vine when the funding disappears.

There is an opportunity now to help create a coherent training system both for young people and for incumbent workers where one doesn't exist, and Federal efforts should be targeted in this direction. The pieces of that system, or some of the pieces of that system, have already been discussed. A critical piece is occupational skill standards that employers work on, trust, and own; assessment strategies, credentials that are portable; a collaborative administration. We believe that while a lot of the design starts at the end of 10th grade, if these programs are not linked to career education and career exploration starts much earlier, how can participants make educated choices about what kind of a program to go into, what kind of an option to pursue?

Safeguards along the lines of the ones Bob Jones mentioned, safeguards both in terms of displacement of incumbent workers and also safeguards for the young people in the program, are critical.

One piece that has not been discussed much today but we see in the implementation phase as critical is issues of staff development and the provision of opportunities for those teachers and workplace supervisors to actually get experience and training so that they are able to change their ways of teaching so that they can change their students' ways of learning.

Finally, a research component as well needs to be built into the system so we know what is actually happening in all of this experimentation, and, as other people have stressed, anything that gets created cannot be another layered, add-on program that just floats out there and is marginal to education reform and workplace reform efforts that are going on elsewhere.

I want to take one more minute and just run down the nine elements that the 12 States that were at our consortia meeting in April agreed to as basic principles of a system. They mirror some of the things I just mentioned, but they include the creation of a strong infrastructure that represents local and State actors, including employers, organized labor, government, secondary schools, and the 2- and 4-year colleges and universities; a system that is industry driven where employers and their representatives, or the pri-

vate sector interests, help set occupational skill standards, collaborate on curriculum, provide paid work experience, certify mastery of skill leading to the award of a portable credential; articulation between the high school and postsecondary institutions; a focus on training in a broad industry cluster rather than a narrow occupation; mastery of a narrow set of occupational skills; a program length that straddles high school and postsecondary and is the bridge into postsecondary learning; structured integration between academic and vocational learning between the workplace and the classroom learning; and an emphasis on the provision of and training for high quality jobs by employers who are committed to being high performance work organizations, so that you are actually creating programs that can lead to high skill, high wage jobs; adequate, effective support systems for participants; and a model that is replicable, can reach significant scale, and is central to the education reform strategies.

In our view, the whole term "school-to-work transition" is a bit of a misnomer, as you have discussed as well, where the real goal is preparation for lifelong learning and for lifelong learning and growth so that people will be able to combine school and work throughout their lives in increasingly valuable and satisfying ways. This, to our mind, should be the ultimate goal of Federal policy across all of these difficult areas that we are all struggling with, and I commend the subcommittee and am glad to be here and will be happy to answer questions.

[The prepared statement of Mr. Kazis follows:]

Statement Prepared for

Oversight Hearing on
State School-to-Work Transition Programs
Before the
Employment Opportunities Subcommittee
House Education and Labor Committee

Richard Kazis
Director, Work-based Learning Programs

Jobs for the Future
Cambridge, Massachusetts

17 June 1992

Thank you, Mr. Chairman and members of the subcommittee, for the opportunity to present the experience and views of Jobs for the Future on state school-to-work initiatives.

My name is Richard Kazis. I am the Director of Work-based Learning Programs at Jobs for the Future, a national organization located in Cambridge, Massachusetts, which since the mid-1980s has worked closely with states across the country on strategies for improving workforce quality, including school-to-work transition efforts.

In 1990, we began a long-term program to define, support, and advance efforts to create youth apprenticeship in this country as part of a comprehensive approach to expanding career pathways for American young people. It is as Director of this effort that I am pleased to speak with you today.

One component of Jobs for the Future's National Youth Apprenticeship Initiative is technical assistance and research work with ten demonstration projects around the country. Each project is experimenting with youth apprenticeship as a strategy to address employer needs for capable entry-level workers and young people's need for skills and responsibility that can prepare them for productive employment and citizenship.

Several of these programs have testified before this and other Congressional committees in recent months. Each is committed to certain essential program elements. These include:

1) part-time jobs and training provided by local employers;
2) the integration of academic and vocational learning and of school-based and work-based learning experiences;
3) a structured linkage between high school and post-secondary educational institutions; and
4) the award of recognized, portable academic and occupational skill credentials.

A second central focus of our activities is with states. Jobs for the Future has assisted several states that are building new alliances and systems for improving the career preparation and prospects for their young people. In April, we convened a meeting of representatives from twelve states--from Maine to California, Oregon to Arkansas--that are working to build youth apprenticeship systems. These states agreed to a statement of common system design principles and they agreed to work together to share information and experience that could strengthen their individual activities.

From our experience with states, we have learned that there is significant state-level activity on these issue and serious commitment in many states to rationalizing and creating better systems of services and programs to prepare young people for future employment. We have also seen that careful efforts not to alienate or exclude employers, labor, the education community, the traditional apprenticeship community or other relevant interests can pay off in in building the kind of working relationships and trust that are critical to successful change strategies.

We have worked most closely during the past two years with three states--Pennsylvania, Wisconsin, and Arkansas.

In Pennsylvania, the Department of Commerce launched a statewide youth apprenticeship program in the metalworking industry. Planning for this initiative involved: representatives of industry; the national trade association of the smaller metalworking shops; organized labor including the teachers unions; high schools; community colleges; vo-tech schools; and relevant state agencies. Jobs for the Future helped facilitate the initial planning process and has provided technical assistance support during the program's first, experimental year. Recently, the Secretary of Education has been developing a plan to introduce youth apprenticeship into additional Pennsylvania industries.

In Wisconsin, the Governor and the elected Chief State School Officer have united behind an ambitious effort to create a new set of career pathways for the "forgotten half." The state has enacted legislation creating a youth apprenticeship program in the Department of Industry, Labor and Human Relations and has carefully integrated this initiative with other education and training reform efforts, including the statewide Tech Prep strategy and a tenth grade gateway assessment exam. Printing, metalworking, health, and finance have been identified as initial target industries. Jobs for the Future helped Wisconsin with initial program design and will continue to work with the state in the implementation phase.

Arkansas was one of the first states to take a hard look at ways that states can encourage employers to play a more significant role in the preparation of young people for high skill careers. In 1991, the legislature passed a bill authorizing two rounds of demonstration projects. A third of the funds were earmarked to efforts to improve traditional registered apprenticeship programs in Arkansas. The remainder of the funding was designed to seed experimentation with youth apprenticeship models linking employers, high schools, and post-secondary institutions. Jobs for the Future conducted focus group and feasibility study research that informed the design of Arkansas' strategy.

As in Wisconsin and Pennsylvania, what was impressive about the effort in Arkansas was the conscious decision to be inclusive in the planning process. The Arkansas Apprenticeship Coordinating Steering Committee, whose membership includes employers, union officials, related-instruction providers and public representatives, played a key role in developing the outlines of the legislative initiative that was drafted by the Governor's office. An early decision was made to involve employers, labor representatives, and the education community. And that inclusiveness paid off.

Jobs for the Future applauds the subcommittee's interest in these issues. We urge you to move forward on strategies for improving the career options available to American young people. I want to close my statement with a few thoughts on what Jobs for the Future believes should be the goal of any federal effort in this area.

The ultimate goal must be the creation of multiple, flexible pathways to high skill, high wage careers. Right now, four-year college is the only effective structured route that exists in this country, an inequitable and inefficient situation that leaves too many young people with too few options.

We need a broader range of structured pathways to good careers. Along with this, we need a much more sophisticated and accessible system of career education and exploration, so that people can make informed career choices.

These new pathways must not be designed as an alternative to further education, but as high-status and promising routes to both occupational and academic advancement. They must be designed to appeal to the large numbers of young people who cannot afford or imagine succeeding in a four-year college program. These pathways must therefore lead to post-secondary credentials as well as to training in the workplace.

These changes will require a significant commitment of time and resources from this country's employers. And they will require new relationships of trust and cooperation among employers, educators, labor representatives, and government officials.

Jobs for the Future believes that demonstration projects are critically important: they provide a vision of the possible and a laboratory for testing design elements. We also believe that federal efforts should move beyond demonstration projects. There is an opportunity now to help create a coherent training system for young people and incumbent workers where one does not exist. Federal action should promote and assist efforts to build integrated, coherent systems from our fragmented patchwork of programs and policies at both the state and federal levels.

In our view, the real goal is not the transition from school-to-work at all, but preparation for lifelong learning and growth, so that people will be able to combine school and work throughout their lives in increasingly valuable and satisfying ways. This should be the ultimate goal of federal policy.

I will be happy to answer any questions you may have. Thank you.

JFF's Consortium of Youth Apprenticeship States

On April 14, 1992, Jobs for the Future convened a meeting attended by policymakers and practitioners from twelve states:

- Arkansas
- California
- Illinois
- Indiana
- Iowa
- Maine
- Minnesota
- Oregon
- Pennsylvania
- Texas
- Vermont
- Wisconsin

The states created a statement of common system design principles that include:

- Creation of a strong infrastructure representing the key local and state actors
- Industry as the driver—employers set occupational skill standards, collaborate on curriculum, provide paid work experience and workplace instructors, and certify mastery of skills leading to portable credential
- Articulation between participating high schools and post-secondary institutions
- Learning focused on "all aspects of the industry" in broad occupational clusters
- Minimum length of two years, comprising core of student's education in those years
- Integration between workplace and classroom and between academic/ vocational learning
- Training for high quality jobs by employers committed to "high performance work organization"
- Adequate, effective student support systems
- A model that is replicable, can reach significant scale, and is central to education reform strategies

Chairman PERKINS. Thank you, Mr. Kazis.

I am wondering, to the panel as a whole, how, in your individual situations, particularly those of the States, are you dealing with the increased cost of insurance premiums for students on job sites—what method you are utilizing to handle that situation.

Mr. BILLUPS. In Wisconsin, the Executive Cabinet for a Quality Workforce established several implementation panels. As part of the work of one of these panels, they were to deal with the issue of insurance and some other issues.

First of all, the laws in the State have been interpreted so that youth apprentices, under child labor laws, are seen as apprentices, and therefore they enjoy a certain class, and that is, while they are in the workplace they are students and the insurance coverage of the school district extends to students in all educational situations.

The employers that have agreed to participate so far have felt satisfied with that, but we are going to see some statutory change so that even if the school districts' finances are in jeopardy, for instance, and can't really afford an additional insurance burden or the extension of that exposure to the workplace, that there will be a fund, a publicly or jointly financed fund to provide insurance coverage for students and environment.

Chairman PERKINS. Mr. Kazis.

Mr. KAZIS. In the 10 projects that we are working with, some of which would say they are youth apprenticeship programs and some of which are more academy programs with a workplace component or a tech-prep program that is trying to move in that directions—so there is a range of programs—we don't yet have the information, but in the next 2 weeks we are surveying our 10 sites on both how much of a barrier are child labor laws for them or not, how much of a barrier is the insurance issue, what are the insurance issues that really are the problems.

Our gut sense is that right now, because these programs are experimental and small scale, everybody just—the issues that will come up if you were to bring a program to a large scale are just going to be washed over, but I would say in a couple of weeks we will have some information on at least the experience of our 10 projects.

Chairman PERKINS. We would be pleased if you would share that with us when you obtain it.

Mr. KAZIS. Absolutely.

Chairman PERKINS. Yes, Ms. Dobson.

Ms. DOBSON. I would just add on that point, one of the task forces that is working on school reform is called the Task Force on the Employment of Minors, and they are looking at a whole range of issues, including that.

We have also gone through a huge overhaul of our Workers Compensation system in general, and this is the first year that that has been going on, and so no one is really sure how that is working yet either, and it has been very controversial.

But there will be a report from that task force very soon which I think should cover that issue, and I would be happy to get that for you.

Chairman PERKINS. Thank you.

Mr. SCOTT. Mr. Chairman, as far as the construction trades and specifically the carpentry trades, there are Federal wage and hour laws that permit 17-year-olds to work on construction sites as long as they get a parent or guardian to cosign as well as being under the apprenticeship agreement.

What we suggest is that the youth that are in these school-to-work transition programs must be at least 17 years of age to be on the work sites, and they are on the work sites in more of an exploratory capacity with a mentor who would be working with them to expose them to the different processes and skills.

Also, we would put a great emphasis on safety instruction before they go to the work sites. As a matter of fact, they would have to be certified in certain tools and certain working situations in order to be able to work in those types of situations.

Chairman PERKINS. Mr. Scott, I'm interested. You mentioned in your testimony the need for the Federal Government to encourage linkage between traditional apprenticeships and schools. How can we facilitate this type of cooperation?

Mr. SCOTT. I feel that with our organization one of the benefits of an earlier linkage with traditional apprenticeship with high schools is that we will be able to change the attitudes of young people at an earlier age by exposing them in exploratory ways to the job sites.

One of the problems that we have with youth today and parents and counselors, in fact, is that the construction industry is considered a dumping ground, and the fact of the matter is, we put a lot of work into developing apprenticeship programs and journeyman upgrading programs to keep abreast of changing technology, keep our people quality minded.

We need young people who have the right attitudes about pursuing a career and, in fact, have the basic skills that are needed so that we can maintain the high standards in the trades.

I feel that the way of developing this linkage is for the traditional apprenticeship programs to come up with a way of transitioning students at an earlier age, because by the time we get them when they are 25, 26, 28 years of age, their attitudes are different. It is difficult to teach an old dog new tricks, so to speak, and we just feel it is very important to attempt to recruit young people at an earlier age.

Also, we lose them to other industries because the attitude of counselors and schools and parents in general is, as I mentioned before, that the construction trades are a dumping ground.

I don't know whether I have answered your question completely.

Chairman PERKINS. What sorts of mistakes have any of you encountered or made during this process that we could learn from?

Mr. BILLUPS. Those that we want to admit, I guess.

Ms. DOBSON. We are running through them all trying to figure out which ones are acceptable to talk about.

[Laughter.]

Ms. DOBSON. I have a real good example. I think that one of the things you have to watch out for with the private sector involvement—we have a particular difficulty in Oregon with dislocated workers, particularly in the timber industry, and the problem is that everyone—politicians, businessmen, labor leaders—everybody

wants to be the hero that saves the dislocated workers, and everyone seems to think that there is one great answer that is going to solve all the problems.

So we are always having—for example, the Associated General Contractors came out with this plan that they were going to make all the dislocated timber workers into construction workers by sending them to community college for 20 weeks, and of course the unions were just flabbergasted because they all had hundreds of people on their out-of-work lists already and didn't want to flood the market with semi-trained people, and of course when this all appeared in the newspapers everyone jumped in and said, "Oh, yes, we'll put millions of dollars into the community college construction programs," because it sounded like a great idea.

I think it is really important to know that there is not one answer that is going to fix all of our problems and that you need to really look at the whole picture of everything before we jump in and try not to just flood the market with somebody's great idea for what would make a good youth apprenticeship program.

Mr. SCOTT. To answer your question on mistakes that we may have made in the past, I would say that for building trade unions and their apprenticeship programs—and I can only speak for our organization—we seem to have been content with waiting for the right person to fill our training slots. In the good old days, we had a lot of people to choose from. The fact of the matter is, that is not the case today. The young people coming to us are deficient in the basic skills, and we have had the tendency of screening out applicants. We had a lot to choose from; we screened out applicants, and we took the cream of the crop. As a result, unfortunately, we are not able to recruit minorities and, in fact, in some cases females into our programs.

We feel very emphatically that it is important for us to get to the high schools early on to try to do something about the young people before they fall out of the system. We feel that this would be an excellent way for us to turn young people on to our program and possibly do a better job in our recruitment of areas from the disadvantaged sector as well.

Chairman PERKINS. Yes, Mr. Kazis.

Mr. KAZIS. A few things. One is, I think, as you said, it is really important not to sell any of these ideas as silver bullets, and they tend to be getting sold that way to some extent, and, as a result, the expectations get higher and higher as to what segment of the population, what industries, what size school districts are the appropriate places for these things to take hold in.

I think it is important that we not jump to setting program design in concrete too quickly. I mean it is being made up now, and to legislate x percentage of the time at work in year one and x percentage of the time in school in year two is, I think, way premature. I don't think anyone really has a good feel for what that will look like, and my gut is that it will differ by industry.

A couple of other things. Well, one other that is critical is, in developing a number of these programs we have seen that the effort to bring the public sector players or the education players together is so challenging and so all-consuming that you think, okay, now we have finally got it, we have got education, labor, and Congress

together, we have got the high schools and the postsecondary people sitting down with each other, and then you look around and you don't have any employers, and that doesn't work in a program that has to be employer driven in terms of where the slots are, where the demand is, and, in large part, whom it is being shaped for.

Chairman PERKINS. Yes, Mr. Billups.

Mr. BILLUPS. Just to add, it is very attractive or quite tempting to identify industries for development of youth apprenticeship or even apprenticeship programs that sort of sound good and sound high-techy. I think that a mistake that can be avoided is to, within the legislation, somehow encourage the use of a vast body, existing body, of information, commonly referred to as labor market information, as the guide for selecting the industries in which the development should take place. Health occupations in one State are going to be a very rich area. In other States, that may not be the case.

So that labor market information is State specific, and in most cases it can even be broken down to a local labor market, a very small area like the size of a county, and that ought to guide the selection of industry rather than sort of what sounds good and sexy.

Chairman PERKINS. Well, I appreciate very much the comments and the answers to our questions that you have given today. I thank this panel for being with us and for their patience, and if they have anything at any future date that they would like to add, feel free to contact us at any time.

Again, you have our thanks for the superb job and the contribution you have made today, and, with that, the subcommittee is dismissed for the day.

Thank you.

[Whereupon, at 12:19 p.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows:]

UNITED STATES HOUSE OF REPRESENTATIVES
HOUSE EDUCATION & LABOR COMMITTEE
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES
PUBLIC HEARINGS ON
SCHOOL-TO-WORK TRANSITION PROGRAMS

COMMENTS OF MARVIN J. BOEDE[1], GENERAL PRESIDENT UNITED ASSOCIATION OF JOURNEYMEN AND APPRENTICES OF THE PLUMBING AND PIPE FITTING INDUSTRY OF THE UNITED STATES AND CANADA, AFL-CIO

United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry of the United States and Canada, AFL-CIO
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I. INTRODUCTION

The following comments set forth the views of the United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry of the United States and Canada, AFL-CIO ("United Association") on the various legislative proposals now pending in Congress which seek to establish a new national system of school-to-work transition programs, including apprenticeship training programs. At the outset, we would like to state that we are very grateful to have the opportunity to express our views on this matter of vital national concern.

The United Association represents over 350,000 skilled craftpersons employed in the plumbing and pipe fitting industry throughout the United States and Canada. The United Association, its affiliate local unions and signatory contractors now invest over $76 million per year in apprenticeship and journeyperson training programs and administer 443 such programs, which provide a combination of on-the-job training and related instruction. Moreover, due to our longstanding commitment to high quality training, we take pride in having one of the most advanced and successful systems of training in the United States today. Naturally, we have a great interest in national policy affecting apprenticeship training.

II. OVERVIEW

As a matter of national education and employment policy, the United Association strongly supports the use of apprenticeship training as a means of teaching workers skilled crafts and trades that enable them to earn a fair wage and provide a decent standard of living for themselves and their families. Our experience with such programs allows us to especially appreciate the merits of such a policy, and

we agree that apprenticeship training and other types of school-to-work transition programs are essential for creating the type of high skills/high wage workforce America needs to compete in today's global marketplace.

Given our deep-rooted interest in this area, the United Association has followed the national debate on apprenticeship training closely for over two years now and we have offered our views and recommendations on every major legislative proposal that has been introduced in Congress.[2] In the following comments, we would like to address three major points concerning the establishment of a national system of apprenticeship and job-training programs.

A. Preserving the Integrity of Existing Programs

We believe it is vital that any efforts by the federal government in this area be carefully crafted to ensure that existing apprenticeship/training programs are not undermined in any way. The most successful training programs in the United States today are those which have been established through collective bargaining. This is especially true in the building and construction industry, where the joint efforts of the construction trades and their signatory contractors serve as models for training programs worldwide and exemplify labor-management cooperation at its finest.

One of the most comprehensive studies in the area of employee education and training is a recent report entitled America's Choice: High Skills or Low Wages,

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[2] Our general views on this matter have been set forth in a series of letters to Congressional leaders who have sponsored recent apprenticeship proposals. These letters, attached hereto as Exhibits Nos. 1-4, address the Youth Apprenticeship Act (Senator Nunn), the High Skills Competitive Workforce Act (Senator Kennedy) and the Leading Employers into Apprentice Partnership Act (Senator Breaux).

issued by the Commission on the Skills on the American Workforce, a blue-ribbon panel of representatives from government, business, labor and education. Generally, the Commission found the level of training investment in America to be inadequate. It is significant, however, that five out of six of the U.S. success stories cited by the Commission involved training programs established through collective bargaining -- two of which were construction industry programs.

It is also important to recognize that training programs in the building and construction industry are funded solely through private investment and have well-proved track records for producing highly-skilled, well-educated workers. Accordingly, it is imperative that new government-funded programs not duplicate private training programs. Such duplication would undercut private investment, thereby defeating the very goals the new legislation seeks to attain. In addition, we must ensure that any new federal efforts to promote training do not undermine the high quality standards utilized in existing programs.

B. Federal Efforts Should Focus on Basic Education

Our second major concern regarding federally-sponsored school-to-work programs is that we do not wish to see basic educational skills sacrificed for the sake of on-the-job training. The workplace of today and tomorrow demands more, not less, emphasis on rudimentary educational skills. Moreover, we know that our chief competitors around the world require substantially higher academic achievement from their students than we do and the gap is getting wider. In short, our entire system of education is badly in need of whole-scale reform.

If we wish to create a high skills/high wage workforce, our first commitment must be to a quality system of basic education for all Americans. This task will require a tremendous commitment of human and financial resources from all levels of government. Further, because we believe that most apprenticeship and other types of job-training programs can be funded through private efforts, it is our position that scarce government resources should primarily be focused on improving our national education system.

C. The Value of Collectively-Bargained Training Programs

The need to concentrate federal efforts on improving education brings us to our third and final point, which concerns the limited alternatives available for encouraging employers to invest in worker training. Thus far, the major legislative proposals that have been offered in this area seek to create a high skills/high wage workforce through basically two alternatives: tax incentives and/or direct government funding. While we recognize the value of these strategies, we believe the time has come to consider a third, and to this point largely overlooked, alternative. Specifically, we suggest that collective bargaining be looked to as a means for promoting increased investment in worker training.

As noted above, and as will be discussed further, the most successful training programs in the United States today are programs which have been established through collective bargaining. It also bears repeating that these programs require zero investment from the federal government. Consider the United Association's own experience with high skills training: how many employers or trade associations in the

United States or in the world invest over $76 million annually in training? The use of collective bargaining to stimulate training investment has proven tremendously successful. Accordingly, the impact of collective bargaining on private training investment should be considered as a major issue in the current debate on workforce training.

Why are there not more collectively bargained training programs? The problem is that collective bargaining rights in this country have been severely eroded. Representation elections can literally take years. Strikers, exercising supposedly protected rights, are fired at will and blatant violations of our labor laws result in a mere slap on the wrist for offending employers. As discussed below, it is also plain to see that virtually all of our leading competitors have labor policies that are more effective in promoting employee representation and collective bargaining. It should therefore be no surprise that these same countries enjoy substantially higher rates of private training investment, as well as the higher skills and wages that naturally follow. Thus, if we wish to attain a high skills/high wage workforce, we must recognize that our national labor policies play a key role, both directly and indirectly, in allocating private training investment.

We should not forget that the most prosperous period in American history, in terms of the standard of living and economic opportunities for the entire nation was the 1940s to 1960s. It is not mere coincidence that this was also the era when collective bargaining in this country was at its zenith. If we are truly serious about creating a productive workforce and addressing the needs of America's

middle class, we should focus not only on job-training policies and programs, but also on the state of our labor policies.

We are not suggesting that collective bargaining is the be-all and end-all solution to the economic crisis we are now confronting and we recognize that government-sponsored training programs may be necessary for some industries. We are also not requesting that Congress grant organized labor any special advantages or favors. However, the fact is that when it comes to America's labor policies, there is no longer a level playing field. This not only undermines collective bargaining and the private investment it can direct to training, but it severely undercuts the skill level and earning potential of our entire workforce. If our labor laws were fair, if there was a level playing field, employees could compel, through collective bargaining, greater investments in training -- investments which would be in the best long-run interest of employers, employees and the economy as a whole.

As we did at the height of the Great Depression, America needs to make a pact with its workers by establishing a level playing field for labor relations and restoring real collective bargaining rights. In turn, in order to increase their standard of living and protect future job security, workers and their representatives must use these rights to demand substantial training investments from their employers. This strategy has two key advantages. First, it would help provide our workforce with the high skills needed for U.S. employers to successfully compete in the global marketplace. Second, it would increase the purchasing power of America's working class, thereby providing the fuel needed to recharge our domestic economy.

III. NATIONAL SKILL STANDARDS AND CERTIFICATIONS

The leading apprenticeship and job-training bills now pending in Congress call for the creation of a voluntary system of skill standards and occupational certifications as part of a national training strategy. One key aspect of this plan is that the trades, occupations and skills selected for development and certification today will be the areas for which federal education and training funds will be made available tomorrow. We support the establishment of skill standards and certifications and agree that they are necessary components for a successful national training system. We believe it is equally important, however, that the high quality standards of existing training programs be maintained.

A. Skill Standards: Quality Assurance

Voluntary national standards and certifications for employee skills provide multiple advantages for employers and employees alike. In a phrase, skill certification means quality assurance. By formulating uniform industry standards to which employees can be trained, tested and certified, you ensure quality. Quality assurance enhances the value of the employer's product or service, which in turn bolsters competitiveness. For the employee, quality assurance provides greater bargaining power and makes proven skills more marketable. The net result is that the economic marketplace can be tremendously more efficient.

This theory will only be successful, however, if the skill standards established are sufficiently demanding to guarantee a high quality product or service. Likewise, the process of testing and certifying skills must be sufficiently rigorous to qualify only those who demonstrate true competency in the craft, trade or occupation

tested. Indeed, if the standards and certifications do not ensure high quality, this entire theory could back-fire. This would be especially true if existing skill standards were to be lowered or in any way undermined by new national standards that establish goals and specifications below those currently utilized in established programs. The building and construction industry is one such industry where the creation of new nationalized standards could have such adverse effects.

B. Preserving the Integrity of Existing Standards

For virtually every skilled craft in the construction industry there are existing training and apprenticeship programs already in place. These programs, which have been approved by and registered with the Department of Labor, Bureau of Apprenticeship Training ("BAT"), or appropriate state apprenticeship agencies and generally use the highest quality standards in the industry. For this reason, apprenticeship and training programs developed in the construction industry are regarded as models of excellence world-wide. Indeed, in the United States, the construction industry is one of the few industries which provides the level and type of worker training the new apprenticeship legislation seeks to attain.[3]

These achievements have not been won easily. Training programs for the skilled construction trades have been developed over a full century and have required a continuous and substantial investment of both human and financial resources. At present, construction trade unions channel literally hundreds of millions of dollars each

[3] See U.S. General Accounting Office Report, Apprenticeship Training: Administration, Use and Equal Opportunity, GAO/HRD-92-43 (March, 1992)(Report shows the construction industry as one of the few industries which has made a serious commitment to providing quality apprenticeship training programs).

year into training programs for both apprentices and skilled journeypersons.[4] The rate or amount of contributions invested in these programs is established through collective bargaining and the training contributions represent amounts employees forego from wages. In addition, almost all training in the construction industry, is provided through multi-employer funds, a critical advantage for employers because it allows for the pooling of training resources.

The key to the success of these programs lies not only in financial investment, but also, and perhaps more so, in an unfaltering commitment to quality. The skill standards utilized in these programs have been thoroughly tested and proven and are the highest of any such standards in the construction industry. Carefully designed to ensure performance, not only in competency, but also in quality, proficiency and safety, these programs and the standards they apply easily meet and often surpass applicable federal and state requirements.

The training facilities used by the construction trades employ state of the art equipment and the training itself is administered by experienced certified instructors. Most established apprenticeship programs in the construction industry require up to five years or 10,000 hours of on-the-job training and a minimum of 1,000 hours of related class-room instruction. In addition, every apprentice who goes through one of these programs is required to demonstrate, under strict testing procedures, that he or she can perform the tested craft or skill in accordance with

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[4] Generally, the funding for such programs is provided through employer contributions to labor/management training/apprenticeship trust funds, which administer the programs as independent entities. See Section 302 of the Taft-Hartley Act, 29 U.S.C. § 186.

established industry standards. Advanced training programs are also available which allow skilled journeypersons, who must stay abreast of changing technology, to develop and maintain their expertise in master and specialty crafts. For many of the construction trades, and for many crafts or specialties within particular trades, skill testing and formal certification or licensing is required after a basic apprenticeship program has been completed.[5]

Thus, in the building and construction industry, national skill standards and occupational certification programs already exist. Development in this area is therefore not needed. Moreover, for the reasons discussed above, it is imperative that the high quality of existing standards in this industry be preserved. If anything, the standards now used in construction training programs should be viewed as the national standards for the industry.

Generally, we recommend that the standards and requirements of the DOL Bureau of Apprenticeship Training ("BAT") be strengthened and more aggressively enforced. Any new training/apprenticeship program should be required to obtain BAT approval and should receive such approval only after demonstrating full compliance with established BAT standards. Furthermore, we recommend that the skill standards used in training programs be designed in accordance with the highest industry standards, a goal which requires open lines of communication between training

[5] For example, the United Association and its affiliated local unions currently administer, or are in the process of developing, several types of master and specialty craft programs which involve advanced training and formal testing and certification in certain specialty fields. These programs cover such areas as Welding and Brazing, Nuclear Power, Pneumatic Control Systems, Back-Flow Prevention Devices, Industrial Valve Repair, Medical Gas Technology and Hazardous Materials.

providers and the industries they serve. Application of these requirements and standards will demonstrate a serious commitment to worker training and skill development and will help produce the type of highly skilled and well educated workforce envisioned by the new apprenticeship legislation.[8]

IV. FEDERAL APPRENTICESHIP AND JOB-TRAINING PROGRAMS

As stated at the outset, it is critical that any federal efforts used to establish national school-to-work transition programs not be permitted to undermine existing apprenticeship/training programs. Thus, in selecting the particular trades or skills to be developed, we urge that extreme caution be exercised to maximize scarce government resources and avoid unfair consequences. Specifically, we strongly urge that any new federal training programs established by Congress should exclude the building and construction industry. Several sound policy reasons support this position.

A. Unnecessary Duplication and Unfair Competition

Collectively-bargained training and apprenticeship programs are the backbone and life blood of organized labor. This is especially true with respect to the construction industry. As noted above, construction trade unions and contractors invest tremendous resources in these programs. Indeed, the United Association alone oversees the investment of over $76 million annually in worker education and training. Accordingly, we submit that it would be grossly unfair for the federal government to

[8] The general success of the apprenticeship systems in the construction industry has been noted by the Department of Labor, which has also emphasized that the high standards utilized in these programs must be preserved. See Work-Based Learning: Training America's Workforce, U.S. Department of Labor, Employment and Training Administration pp. 11-12 (1989).

fund or otherwise sponsor parallel training programs for non-union employers in the construction industry.

This would in fact constitute a blatant form of unfair competition since organized labor has already invested substantial time and resources in developing apprenticeship programs in the construction industry. Moreover, a review of the training and apprenticeship programs currently registered with the Bureau of Apprenticeship Training and state agencies shows there already is a sufficient number of viable existing programs in this area. The creation of federally-sponsored training programs in the construction industry would therefore result in unnecessary duplication and, consequently, a waste of scarce government resources.

Thus, unlike other industries, federal action is not needed in this industry to stimulate the creation of new training programs. In fact, federal funding would effectively discourage private investment in this area and undermine the single most successful system of apprenticeship training in this country today and defeat the very goals the new legislation seeks to attain.

B. The Building Trades are Unsuitable for New Programs

An additional factor that counsels against federal investment in construction industry training programs is the current unemployment rate in the this industry. Despite the success of the union trades and their training programs, they cannot be insulated from the harsh realities of the deepening recession. In March 1992, it was reported that the unemployment rate in the construction industry was 17.4% -- more than twice the amount of the overall unemployment rate of 7.4%.[7]

[7] See Construction Labor Report, Vol. 38, No. 1871, March 11, 1992.

In more human terms, this figure translates into over 1 million unemployed construction workers. It is, therefore, not surprising that many union apprenticeship programs now report that they regularly have at least 10 applicants for every available position. A related problem here is that the hiring of student-workers, who could potentially be employed at a sub-minimum wage, will inevitably result in the displacement of currently employed workers, thus exacerbating unemployment in this industry.

The construction industry is also unsuitable for the types of national apprenticeship/training programs now being considered insofar as these programs are largely targeted at high-school age youth. Given the transient and temporary nature of the work, this industry is simply not conducive to the types of apprenticeships or school-to-work transition programs envisioned by pending proposals. Furthermore, it is common knowledge that construction projects are inherently dangerous places to work.[8] The statistics for this industry also show that minors working at construction sites are especially vulnerable to accidents and work-related injuries.[9] This reason

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[8] See e.g., AFL-CIO Legislative Fact Sheet No. 102-6, March 20, 1991. In this report, which calls for major OSHA reform, it was noted that in the last 20 years 47,500 construction workers lost their lives on the job and another 5,000,000 were seriously injured.

[9] See e.g., Protecting Children in the Workplace, December 12, 1990 (This report, issued by the Washington State Department of Labor and Industries after an intensive study, reveals that the construction industry has one of the highest rates of work-related injuries for minors). See also, U.S. Government Accounting Office Report; Child Labor: Increases in Detected Child Labor Violations Throughout the United States, GAO/HRD-90-116 (April 1990)(Among other issues, this study examines eleven incidents of work-related fatalities of minors, four of which occurred on construction projects).

alone is sufficient to exempt the construction industry from new federal apprenticeship and training programs.

An additional issue that should be considered here is the fact that employment training programs in the construction industry would likely be subject to abuse and exploitation by employers since student-workers could easily be hired under the guise of apprenticeship, but then used only for unskilled labor. It must be remembered that the purpose of new programs is to assist our nation's youth in obtaining meaningful education and work experience. These programs should not be made available to employers as a means for obtaining cheap unskilled labor. We are greatly concerned that the construction industry, in particular, would be subject to such abuse.

For all the above reasons, we submit that the creation of apprenticeship or other job-training programs in the building and construction industry would not be prudent public policy.

V. HIGH SKILLS TRAINING: THE NEED TO REFORM OUR EDUCATIONAL SYSTEM

As a general policy matter, we are greatly concerned about any youth employment programs which reduce the amount of time students spend in school. Specifically, we are concerned that new federal programs in this area will not be sufficiently demanding in terms of academic performance of student participants and that basic educational skills will be sacrificed for the sake of on-the-job training.

Virtually all commentators on U.S. Education Policy concur that the system of education in this country is in dire straits.[10] This crisis is compounded by continued advances in modern technology and the type of high job skills required by such changes. The bottom line is that we must have both more and better training in basic educational skills if today's students are going to be prepared for the demands of tomorrow's workplace. Indeed, we are becoming increasingly aware that a highly educated workforce is vital to the success of an industrialized market economy.

The United Association's own experience in high skills training confirms the present failures of this country's education system. We too find that the typical high school student needs more, not less, education in basic rudimentary skills, such as reading comprehension, mathematics, reason and logic and interpersonal communication.[11] As in most industries today, many of the skills and work processes used in our industry are becoming increasingly more sophisticated, high-tech and computer-oriented. It is no wonder that our major international competitors invest substantially more in basic academic training and demand more from their students than we do in terms of time spent in school and academic achievement. Finally, we

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[10] See e.g., Achieving Work Force Competitiveness, Career College Association (1991); America's Choice, High Skills or Low Wages, The Commission on the Skills of the American Workforce, National Center on Education and the Economy (June, 1990); Bureau of National Affairs, BNA Daily Labor Report (9/30/91)(recently released Harris poll reports that only 33 percent of recent high school graduates "have the ability to read and understand written and verbal instructions," while only 25 percent of recent graduates were "capable of doing arithmetic functions.")

[11] For example, we are finding that our apprentices are often in need of greater basic academic education in order to cope with the high skill demands of our trade, especially with respect to new areas involving major technological advances (e.g., nuclear power, pneumatic temperature controls and hazardous materials).

should all be aware that serious questions have been recently raised regarding the overall negative effects on students working while still in high school.[12]

Notwithstanding these facts, most of the "High Skills" apprenticeship bills now pending in Congress would incredibly allow high school students to spend substantially less time (e.g., up to a full year) in school, thus forfeiting time allotted for basic academics. This would be a tragic and costly mistake. We should not allow our students to sacrifice academic training for on-the-job-training when all the evidence indicates that we should bolster traditional educational skills. We believe that the best approach to the education and employment problems we face today would be to commit available federal and state resources to reforming and revitalizing our basic educational system. We further maintain that this can be made possible by leaving apprenticeship and job-training primarily to the private sector.[13]

VI. APPRENTICESHIP v. YOUTH EMPLOYMENT TRAINING

On somewhat of a technical note, we would like to express certain reservations we have regarding the use of the term "apprenticeship" for new youth

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[12] See e.g., Too Much Work, Not Enough School A Bad Mix, Chicago Tribune, (February 18, 1992); Survey of the Social Science Literature: Suyat, S., Negative Effects on Part-time Work on Teenagers, National Safe Workplace Institute ("NSWI") (1992); Steinberg, L., Dornbushc, S.M. (1991); Negative Correlates of Part-Time Employment During Adolescence: Replication and Elaboration, Developmental Psychology, 27: 304-313 (It is significant that, among other negative effects, the NSWI report emphasizes that the high school drop-out rate increases for students working too much during school.)

[13] This position is even more compelling when we consider the fact that, unlike private apprenticeship programs, federal employment training programs, such as the Comprehensive Employment and Training Act and the Job Training Partnership Act, have had at the very most only limited success. See e.g., U.S. General Accounting Office Report, Job Training Partnership Act: Inadequate Oversight Leaves Program Vulnerable to Waste, Abuse, and Mismanagement, GAO/HRD-91-97 (July, 1991).

employment and school-to-work transition programs. While this may seem a minor point to some, it is an important issue to us. The term apprentice or apprenticeship, especially when used in the construction trades, has a distinct and specific meaning. Typically, the term refers to a prolonged, structured and intensive work-based education process, involving on-the-job training and related instruction -- usually for a highly skilled craft. Upon completion of a bona fide apprenticeship, which is based on a legal contract between the apprentice and employer, the apprentice obtains an official certificate of completion and is granted full journeyperson status.

The problem with using the term apprenticeship for the types of youth training programs now being considered is that the status of existing programs would be undermined to the extent new programs do not contain the same rigorous standards used by established programs. At this point, the programs envisioned by pending legislation clearly do not meet such standards. In view of these facts, we believe that the term "apprenticeship" should not be used for programs developed under new training legislation and that other appropriate language should be adopted.[14]

VII. ENCOURAGING PRIVATE INVESTMENT IN APPRENTICESHIP AND JOB-TRAINING PROGRAMS: THE ROLE OF COLLECTIVE BARGAINING

A. Alternative Plans for Enhancing Employee Training

Everyone agrees that increased education and training for America's workforce are the twin keys to economic recovery and international competitiveness.

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[14] The importance of this issue is fully discussed in "The Meaning of Apprenticeship: When and How to Use the Term", a policy recommendation prepared by the Federal Committee on Apprenticeship, Department of Labor, Employment and Training Administration, Office of Work-Based Learning Bureau of Apprenticeship and Training.

The next question, of course, is how do we provide, or encourage employers to provide the level of training needed to elevate and transform the U.S. workforce into the type of high skills/high wage workforce capable of competing in today's global economy. The answer, which now has been offered in one form or another by both major political parties and every presidential candidate, is that the federal government needs to promote employee training and apprenticeship on a national scale.

Thus far, the national debate on workforce training has focused on essentially two alternatives. First, we could create a new national system of employee training and apprenticeship programs administered by a governmental or quasi-governmental agency and funded by direct taxes on employers. Second, we could reform federal tax law and attempt to persuade employers to invest more in private training programs by offering major tax incentives. Either of these plans will obviously result in tremendous cost to the government, thus exacerbating the already crisis state of the federal budget deficit. Moreover, neither of these approaches guarantees success and, in fact, past experience with government programs suggests otherwise.

There is, however, a third alternative which -- not only has a proven track record -- but also requires zero direct cost for the government. The alternative is for the federal government to promote collective bargaining. When training programs are provided through collective bargaining the government incurs no cost. In addition, collectively-bargained programs, such as those in the construction industry, have been tremendously successful. So, why reinvent the wheel? If the most successful systems of training and apprenticeship in this country are those which have resulted from collective bargaining, why not promote collective bargaining?

We submit that the need for revitalizing our workforce should compel us to re-examine the state of our national labor policy and recognize that labor law reforms are necessary to re-establish a level playing field for collective bargaining. As the experiences of other countries show, fair labor policies present a pragmatic approach to revitalizing America's workforce and restoring its economic strength.

B. The Value of Collectively-Bargained Training Programs

In a recent edition of Financial World, a leading business magazine, Editor-in-Chief Geoffrey N. Smith wrote a report in his editor's column entitled "Stronger Unions?" In the article Smith pointedly suggests that stronger unions may, in fact, be smart economics for U.S. businesses. Similarly, the Economic Policy Institute, a Washington-based think tank, recently released a study which compares U.S. firms with international competitors and concludes that any modern industrialized nation seriously interested in economic recovery should -- in the words of Charles Craypo of the University of Notre Dame -- embrace unions and collective bargaining as "essential ingredients for industrial revitalization."

In America's Choice: High Skills or Low Wages, discussed previously, great emphasis was placed on the lessons the U.S. could learn from abroad, especially European countries such as Germany, Denmark and Sweden. In this regard, the report emphasized the impact that labor policies have on a country's ability to provide high quality training and explained the pragmatic reasons for adopting such policies.

> Foreign managers do not adopt new forms of work organization because they are more altruistic or more far-sighted than American firms. Most foreign companies choose high productivity models in response to a variety of external and labor market pressures.

> National full employment policies, tight labor markets, government labor regulations, strong union movements, high wages and a highly skilled workforce all provide incentives for foreign employers to choose the high productivity path.

(p. 63, emphasis added). Furthermore, the report explained that "[h]igh wage levels, due in part to union pressure and national income policies . . . force companies to achieve high levels of productivity either through increased training or new forms of work organization." (p. 64).

The findings of America's Choice show that the success of training programs abroad is due in large part to the nature and strength of our competitors' labor policies. These findings clearly show a direct relationship between the strength of a nation's labor laws and the success of its employment, education and training policies. Thus, it is not surprising that the very countries which are looked upon as leaders in workforce training all have stronger and more progressive labor policies than those which currently exist in the United States.

Consider, for example, the fact that none our leading competitors, including Germany, Sweden and Japan, permit employers to terminate striking workers and hire permanent replacements.[15] It is also not surprising that the very competitors we seek to emulate all have unionization rates at least two or three times higher than in America -- a result which is due in no small part to the strength of their labor laws and policies.[16]

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[15] Rehiring Strikers at the End of a Strike: What Other Countries Do, Fariborz Nozari, Law Library of Congress, LL90-34, at i, April 1990.

[16] See Unions and Economic Competitiveness, Mishel, L. and Voos, P., Economic Policy Institute, at p. 19, (1992) citing Bureau of Labor Statistics, 1989 and Freeman, 1988. (West Germany: 42%; Sweden: 89%; Japan: 32%; Canada: 36%).

There is no question that the success of our competitors' training systems is due to the involvement and participation of organized labor -- and the labor policies which encourage such involvement. As noted above, the report, America's Choice, fully supports this contention. Other reports on workforce training have also emphasized the importance of strong labor policies. For example, when Canada sent a joint business/labor delegation to Europe (Britain, Germany and Holland) to study apprenticeship training, the delegation reported that one of the major keys to the success of European programs was the fact that they are administered with a high regard for employee representation and involvement, with most systems being administered by tri-partite boards, consisting of government, union and business representatives.[17] Similarly, a "European Study Mission," sponsored by the Chamber of Commerce of Seattle, Washington to evaluate international training programs, explained that: "[t]he key lesson for us . . . is how well they get labor and management to work together."[18] With respect to the German system in particular, which likely has the most successful national system of training in the world -- as well as the most highly skilled and highest paid workforce -- it has often been stressed that "[t]he German system is built on cooperation among government, industry and unions."[19]

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[17] Ottawa Job Training Plans, The Toronto Star, p. A-25, November 22, 1990, (Discussing the report of the Canadian Labor Market and Productivity Centre, a private joint labor/management organization).

[18] The Lessons of Europe, Seattle Times, May 17, 1992, p. A17, quoting Leslie Eliason, University of Washington's Graduate School of Public Affairs and member of the European Study Mission.

[19] A Good Idea From Germany, The Star Tribune, p. 25A, September 19, 1991.

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The lessons we have learned at home in America likewise reveal that the most successful apprenticeship and training programs are those which have been established through collective bargaining in industries that have the highest rates of employee representation -- specifically, the construction and automobile industries. Indeed, as is noted above, five out of six of the "success stories" cited in America's Choice are stories about collectively bargained training programs. (pp. 109-115).

C. The Nexus Between Labor Policies and Worker Training

The various studies and reports cited above attest to the fact that there is a vital link between the strength of our federal labor laws and our commitment to worker training. The link is obvious. Stronger labor laws lead to greater employee organization. Increased employee organization in turn gives workers the ability to bargain for better terms and conditions of employment, including training and education. Indeed, the issue of training is likely to be the most fertile ground for "win-win" bargaining since it is the area in which employers and employees have the most substantial interests in common.

Moreover, there are several important advantages of collectively bargained-for training programs. First, of course, is the fact that they are privately funded with only minimal tax advantages for contributing employers.[20] Consequently, unlike the programs envisioned by the new legislation, neither massive federal spending, nor super tax benefits are required. The second advantage is that

[20] Employers contributing to private training/apprenticeship programs, whether union or open-shop, are entitled to deduct their contributions as a reasonable and necessary business deduction. The training programs themselves, which are almost always separate independent entities, are entitled to tax exempt status.

unlike many government-sponsored employee training programs, collectively bargained programs have impressive success records. One of the main reasons for this is that such programs tend to have a high degree of participation by the employees themselves and their elected representatives.

Employee participation in training is a critical feature because it means that the training program is designed and administered as a joint employee/employer operation, an approach which is often more successful than employer-dominated programs.[21] Indeed, experts believe that, in terms of developing and administering employee training programs, worker participation is vital for success. Thus, in recent testimony before the Senate Labor Committee on recent apprenticeship proposals, representatives of both business and education stressed that "a union, or some kind of worker association, is essential to apprenticeship and training programs."[22] Of course, employee participation is only one of the reasons that make collectively bargained programs successful. As discussed above, these programs are also effective because employee representatives are able to negotiate a substantial level of training investment and the programs themselves are designed to adhere to the highest quality standards.

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[21] This point was emphasized by the Department of Labor which noted that "[a] strength of the current apprenticeship system lies in the joint apprenticeship committee which includes both employer and employee representatives." Work-Based Learning: Training America's Workers, supra, p. 20.

[22] BNA Daily Report for Executives, Apprenticeships for Youth are One Way to Stop Declining Wages, (May 21, 1992)(Quoting testimony of Hans Decker, Vice Chairman of Germany-based Siemens Corp. and Professor Paul Osterman, Massachusetts Institute of Technology, Sloan School of Management).

The third advantage of collectively-bargained training programs is that the level of investment is determined through the give-and-take of negotiation, rather than by government mandate.[23] Consequently, when training investments are collectively bargained, the final investment represents a more realistic level of what employers or employer groups can and cannot afford. This approach also allows employees to trade-off such items as increases in wages or fringe benefits for increased training contributions, thereby empowering workers with a certain degree of control over their future.[24] The advantages to employees from such bargaining include better future wages and increased job security. Employers, on the other hand, invest in their own long-term interest and bolster their productivity and competitiveness.

It should also be emphasized that the combination of collective bargaining and employee training produces various other economic benefits. First, it is well documented that, due in large part to high quality training programs, union firms and union workers are often found to be more productive than their non-union counterparts.[25] In this regard, it must be stressed that higher productivity rates of

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[23] This approach is likely to be attractive to many employers, who could be required under current legislative proposals to pay as much as a flat 1% tax on their entire payroll to fund federal training and apprenticeship programs.

[24] Also, under this approach, employees will be reluctant to push too hard insofar as they will defeat their purpose if the employer is forced out of business; on the other hand collective bargaining is the best way to determine the maximum amount of training investment any given employer can afford.

[25] See e.g., Unions and Economic Competitiveness, Mishel, L. and Voos, P., Economic Policy Institute (1992) and numerous studies cited therein.

union labor more than offset higher wages won through collective bargaining. Id.[26] A second major advantage of a unionized workforce is its effect on the overall work process. Thus, it is becoming increasingly clear that high performance work organizations are more likely to be found in union firms. The critical point here is that employee participation in the work process is maximized when there is a more balanced sharing of power between labor and management.[27] Moreover, when employees are represented, increases in productivity -- brought about by increased training and greater employee participation -- are much more likely to result in rewards for the employees, as well as management and stockholders. In other words, where employees are represented, higher skills are more likely to guarantee higher wages.

In view of all of the above facts and findings, it is indeed troublesome that the policy recommendations advocated by the renowned report, America's Choice, include no recommendations calling for the strengthening of America's labor laws. The unspoken conclusion, however, is inescapable, stronger labor policies -- or at least a roughly level playing field for collective bargaining, will yield increased private investment in worker training and assist economic recovery. As our competitors' have learned, strong labor policies are smart economics.

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[26] A related factor which contributes to the higher productivity of union workers is the permanency of their employment. Higher wages and other benefits brought about by collective bargaining limit employee turnover and, therefore, enhance the value of an employer's training investment. See e.g., What Unions Do, Freeman, R. New York, Basic Books (1984).

[27] See e.g., BNA, Daily Labor Report, Remarks of Professor Charles J. Morris on employee Involvement, DLR No. 4.B, p. E-i, March 4, 1992 (Noting that "[e]mpirical data seem to indicate that for worker-participation programs to yield significant productivity gains, a unionized environment may be required.)

D. The Need for Labor Law Reform to Promote Training

In view of the above, we submit that serious attention should be given to strengthening our federal labor policies as a means to re-vitalizing our workforce and meeting America's training needs. The changes which need to be considered in this regard are neither numerous nor complex. However, they will require a certain amount of political courage and a serious commitment to our nation's long-term interests.

First, the process of obtaining employee representation elections must be expedited to assure swift and fair elections. It is absolutely outrageous that an NLRB election can take not only months, but literally years. Second, the penalties available for unfair labor practices must be increased to the extent necessary to make the law a substantial and effective deterrent, rather than just a mere slap on the wrist. In this regard, it should be questioned why victims of discrimination based on race, sex, age and disability are entitled to substantial punitive damage awards, plus attorney fees, when victims who are discriminated against for taking part in supposedly protected labor activities usually receive little or no meaningful compensation. Third, the fundamental right of employees to strike, which has been rendered a sham by the Supreme Court, should be protected.

Furthermore, we submit that these reforms would not only serve to bolster private training investment, but would also generally assist the long-term economic recovery the new apprenticeship/training legislation seeks to attain. As a recent commentary in a Canadian newspaper aptly described, union representation and collective bargaining have various positive effects on a market economy:

> In addition to their humanitarian objectives, trade unions perform an economic function. They enhance purchasing power, stimulate

> companies to be more efficient, channel workplace discontent and help make workers more skilled and therefore more productive.

Indeed, "[h]istory shows . . . that market economies are successful only when accompanied by progressive legislation and strong and effective labor unions. Otherwise, what results are the extremes of wealth and poverty . . . ."[28]

In the United States today we are fast approaching extremes of wealth and poverty. In fact, "between 1977 and 1989, the real income of families in the top 1 percent [of the U.S. population] more than doubled."[29] Conversely, this same period witnessed a substantial decline in the real income for most working Americans and a dramatic increase in the number of individuals working below poverty-level wages.[30] This growing economic disparity is not only the result of a workforce lacking in education and job skills; it is also due to the decline in union representation. Id. In this regard, it should be emphasized that education and job-training will not be enough to guarantee fair wages, stable labor relations and economic recovery. Rather, part of the solution must be greater employee organization, representation and participation in the work process and this will only come about with major labor law reform.

As noted at the outset, no one disputes the fact that America is in serious economic trouble, or that high skills training is the best strategy for economic

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[28] The Ottawa Citizen, Letter of the Day, Gorden DiGidComo, By-Line, p. A-12, June 11, 1992.

[29] Ignorance and Inequality, U.S. News & World Report, p. 48, June 1, 1992 citing, a recent studies of the Congressional Budget Office.

[30] Brother Can You Spare a Raise? The Lot of the Working Poor Worsened in the 80s, Industry Week, p. 69, June 15, 1991.

recovery. What is at issue in the debate we face today, however, is the means by which we will provide training. As another leading study on this issue reported:

> [t]here is general agreement that a global business competition requires new worker skills. But is yet to be shown whether the American business community will restructure itself to provide large numbers of high skill jobs.
>
> Economists and advocates of skills training, however, are banking on this change. "Either we have substantial measure of high-performance workplaces or we don't need to worry about public education because this country will be on the road to economic serfdom."[31]

We do not dispute that the American business community must restructure itself and adopt a new approach to training. It is unlikely, however, that the business community will do this voluntarily. For the reasons set forth above, we submit that collective bargaining can help bring about the changes needed. Moreover, restoring basic collective bargaining rights is not only an effective alternative for increasing private training investment, but it is one sure way to guarantee the success of our training programs and the workers they produce.

In sum, we believe that with the appropriate changes in federal labor law, as recommended above, U.S. employers will begin to make the level of training investment necessary for America to successfully compete in the global marketplace. While we do not profess to think that labor law reform will solve all of our education and training problems, we do think this approach could have a significant positive impact on revitalizing America's workforce and restoring its position as a world economic leader.

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[31] The National Journal, The Forgotten Half, Vol. 24, No. 18, p. 1049, May 2, 1992, quoting former Labor Secretary Bill Brock.

VIII. CONCLUSION

The over-arching goal of the legislative proposals seeking to establish a national training system is to create a high skills/high wage workforce capable of competing in today's global marketplace. Thus, it is generally agreed that the promotion of employee education and training, especially high skill training, is one of the most important policy objectives facing the U.S. today.

In order for this strategy to work, we have made three specific recommendations: (1) successful existing training programs should be looked upon as models to emulate and the private investment made in these programs, as well as their high-quality standards, should not be undermined by any new policies; (2) the federal government should concentrate its limited available resources primarily on reforming our national education system and basic academic training should not be sacrificed in the name of on-the-job training; and (3) our nation's labor policies should be reformed to provide a level playing field for collective bargaining and encourage increased private investment in employee skill training and development.

The United Association stands ready to do everything in its power to help see that these goals are realized. Finally, we would again like to express our sincere appreciation for being given the opportunity to comment on this matter of great national concern.

Respectfully submitted,

Marvin J. Boede

Marvin J. Boede, General President

EXHIBIT 1

UNITED ASSOCIATION
of Journeymen and Apprentices
of the Plumbing and Pipe Fitting Industry
of the United States and Canada

Office of the General President Marvin J. Boede

General Office File Reference: MAC

Founded 1889

March 3, 1992

The Honorable John Breaux
United States Senate
Washington, DC 20510-1801

Dear Senator Breaux:

It has recently come to our attention that you may seek to introduce as an amendment to the Tax bill before your committee, legislation entitled "Leading Employers into Apprentice Partnerships Act." The purpose of this legislation is to amend the Internal Revenue Code to stimulate private investment in apprentice training programs.

While the goal of encouraging the establishment of new apprenticeship training programs is certainly laudable, we have some serious concerns regarding the use of this particular Bill as the vehicle for achieving this goal. In this regard, we first note that we believe the issue of federal sponsorship of youth training and apprenticeship programs should be considered in its entirety and fully debated before the House and Senate.

As you may know, within the last year or so, Senators Kennedy and Nunn have introduced major legislative proposals, with companion bills in the House, seeking to provide Federal funding to establish new national programs in the field of apprenticeship training. Thus, we believe that consideration of tax incentives should be deferred and the matter should be reviewed within the context of a national debate on the entire issue of apprenticeship training and the federal government's involvement in this area.

Assuming that your Bill is taken under advisement by the Committee, however, we respectfully request that you consider the following points. Initially, we must stress that, in its present form, this legislation poses a serious, and indeed potentially fatal threat to existing union apprenticeship programs. In brief, under the terms of the Act, existing union apprentice programs would not qualify for tax exempt status--which means the survival of literally thousands of union apprenticeship programs nationwide would be jeopardized.

The problem here is that the only organizations which qualify for tax exempt status under the Bill are only those which have representatives of government and education on their board of directors, in addition to labor and\or business representatives. (See Bill, p.2, Section (n)(1)(B). However, union programs are not structured this way, and indeed, are likely to be prohibited from being structured in this manner by existing federal labor law.

Specifically, union apprenticeship programs must be established in accordance with Section 302 of the Labor-Management Relations Act of 1947 (Taft-Hartley), 29 U.S.C. § 186, which requires that any union apprentice or other training programs be jointly administered by a Taft-Hartley trust fund, consisting of representatives of equal number from labor and management.

We should further note that apprentice programs have traditionally been granted tax exempt status under Sections 501 (c)(3) and/or (5) of the Internal Revenue Code, 26 U.S.C. § 501 (3) and (5) (i.e., as either "education" or "labor" organizations). However, since existing programs would not qualify under the Breaux Bill--and since this Bill creates a new specific exempt category just for apprenticeship programs, the current tax exempt status of existing programs could potentially be revoked if this Bill is enacted in its present form.

Revoking the tax exempt status of possibly thousands of existing apprenticeship programs would be a terrible mistake and we do not believe anyone wants this result. For years, Congress has strongly supported and encouraged the development of private-sector apprenticeship programs and we do not think it would look favorably upon legislation which threatens to terminate a vast network of viable and productive apprentice programs. Indeed, this would be counter-productive to the fundamental goal of the Beraux Bill, since it would have the effect of discouraging private investment in this area.

Of course, due to the inherent complexity of our federal tax code, we understand that the potential consequences of this legislation may not have been readily apparent to its drafters. The Bill's failure to include existing apprenticeship programs can be easily corrected and we have taken the liberty of attaching a draft provision which would accomplish this.

(Language underscored is the language we added). As you will see, this provision also requires that in order for a program to qualify for the tax benefits provided by the Act, it must be registered with the Bureau of Apprenticeship Training ("BAT") of the U.S. Department of Labor. By requiring that new programs comply with the minimum standards established by BAT, this provision will help ensure that only bona fide programs receive the tax benefits provided by the Act.

Thank you for your time and consideration in this matter.

Fraternally yours,

Marvin J. Boede
General President

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(K) CONSTRUCTION INDUSTRY EXCEPTION

For purposes of paragraph (1) and (2), the term 'qualified youth skills training and education program' does not include any program which establishes, operates, maintains or assists a course of study or training program for any trade, skill craft or occupation in the building and construction industry.

EXHIBIT 2

UNITED ASSOCIATION
of Journeymen and Apprentices
the Plumbing and Pipe Fitting Industry
of the United States and Canada

Office of the General President—Marvin J. Boede

General Office File Reference: MAC

January 21, 1992

The Honorable Sam Nunn
Dirksen Senate Office Building
Washington, DC 20510

Re: The Youth Apprenticeship Act (S.2059)

Dear Senator Nunn:

Thank you for inviting our comments on the revised Youth Apprenticeship Act (S.2059) you recently reintroduced in the 102nd Congress. As you know, the issue of apprenticeship training is of utmost importance to the United Association, as it is to other labor unions, especially those in the building and construction industry. We were therefore grateful to see you acknowledge the interests of the building trades in your opening remarks reintroducing this legislation.

Initially, we would like to reiterate that we fully support your efforts to increase the education and employment opportunities of our nation's youth. Unfortunately, the future our young people face is not very promising. The effects of fierce global competition abroad and relentless recession at home are particularly devastating for those who, due to their economic status or ability, have limited opportunity for a decent education.

Clearly, the type of program envisioned by the Youth Apprenticeship Act -- which emphasizes high skills training and enhanced education -- is an idea whose time has come. We therefore applaud your efforts in this regard and sincerely wish you every success. In addition, please be advised that the United Association stands ready to assist the federal government in developing new high skills education and training programs. We take great pride in being recognized as one of the front-line leaders in the field of apprenticeship training and believe our assistance could be valuable.

As to the recent revisions in the Act, we would like to note that we are happy to see the new provision requiring the payment of at least a minimum training wage to student trainees and the new section recognizing the application of OSHA to

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programs established under the Act. We also appreciate that the law now specifically requires that representatives of labor groups be appointed to the Board of the Apprenticeship Institute. Input from the labor community could prove to be tremendously helpful in developing and evaluating new training programs.

Notwithstanding our general support for the Bill, there are several concerns we would like to raise with you at this time. As we previously stated, we believe the Act's nonduplication provision needs to be stronger. Labor organizations, particularly in the building and construction industry, have invested literally billions of dollars in apprenticeship training programs. Indeed, the United Association and its signatory contractors alone spend approximately $80 million per year on various training programs for over 300,000 journeymen and apprentices.

Given this level of private-sector investment, it is imperative that programs funded by the Act not be permitted to duplicate -- in any manner -- existing apprenticeship programs. Such a result would not only be a waste of scarce government funds, but would also be extremely unfair to established training programs, which have been developed solely with private funds. In a phrase, any such result, would be a blatant form of unfair competition.

Moreover, if federal funds were permitted to subsidize duplicative programs, private investment in training would surely be discouraged. We do not think that anyone who supports the legislation wants these results. It is our position, however, that the language in the bill's nonduplication provision is simply too vague and ambiguous to be effective. We have therefore drafted an alternative provision (attached hereto) for your consideration.

With respect to the enforcement scheme of the Act, we would like to express our support for the use of private arbitration to resolve disputes arising under the Act. We request, however, that parties be given the express right to challenge arbitration decisions in court. While arbitration has its advantages, it has been our experience that the right of judicial review is necessary for those instances where an

arbitrator's decision is arbitrary, or otherwise inconsistent with the law.

On a general policy level, we also have concerns that the programs created under the Act will not be sufficiently demanding on the student participants and that basic educational skills may be sacrificed in the name of on-the-job training. In this regard, we note that in some of the programs which will be created under the Act, students may actually end up spending less time (even up to one year less) on traditional academic studies, than they do now.

In light of our own experience with training programs for highly skilled occupations we find the typical high school student needs more, not less, concentration on rudimentary skills, such as reading comprehension and mathematics. In fact, given the continued advances in modern technology, and the type of job skills required by such changes, there must be both more and better training in basic educational skills if students are going to be adequately prepared for the demands of today's workplace.

For these reasons, we recommend that the Act be revised to require that any time spent by students in job-training programs be over and above the normal four year high school curriculum. If this means that a student who aspires to a technical career will be required to spend five years in high school, as opposed to four, so be it. Furthermore, we suggest that students be required to maintain a certain average (e.g., a B or C average) in their academic studies before they are permitted to enroll or continue in a job-training program.

Such an approach will help ensure that the students who enroll in the new job-training programs are serious, and thus, that these programs will not become just an easy way for kids to cut class and get paid for it. Indeed, to avoid wasting precious federal resources, and to protect the reputation and integrity of the new programs, we view such safeguards as essential.

Finally, we have certain reservations regarding the use of the term "apprenticeship" in the Act. While this may seem a minor or technical point to some, it is an important issue to us.

The term apprentice or apprenticeship, especially when used in the construction trades, has a very distinct and specific meaning, one which typically refers to prolonged on the job training with corresponding related classroom education. During this process the apprentice is entirely committed to learning an established and highly skilled craft and upon the completion of which, the apprentice becomes a full-fledged master mechanic or journeyman.

For example, the United Association's apprenticeship program consists of over 10,000 hours of on-the-job training, plus a minimum of 1,080 hours of related classroom instruction. Although the training programs called for by the Act seek to create programs that are somewhat similar in nature, they will surely not compare in scope or intensity to traditional craft apprenticeship programs. Moreover, by entitling such programs "apprenticeships," there could be an adverse, albeit unintended, consequence insofar as the status of true craft apprenticeships would be undermined.

For these reasons, we would greatly appreciate it if an alternative name for the Act could be considered, such as the Youth Employment Skills Act (YES), a title which was suggested last term by a member of the Senator's staff. Thank you for your time and consideration in this matter. With best wishes, I am

Sincerely yours,

Marvin J. Boede
General President

vlj

bc: George Bliss, United Association
Allyn Parmenter, United Association
Luckie McClintock, United Association
Jay Power, AFL-CIO Legislative Dept.
Calvin Johnson, AFL-CIO Legislative Dept.
Dorothy Shields, AFL-CIO Education Dept.
Leo Zeferetti, AFL-CIO Building Trades Dept.
Gerry Waites, O'Donoghue & O'Donoghue

PROPOSAL OF THE UNITED ASSOCIATION OF JOURNEYMEN AND APPRENTICES OF THE PLUMBING AND PIPE FITTING INDUSTRY OF THE UNITED STATES AND CANADA

ALTERNATIVE NONDUPLICATION CLAUSE FOR THE YOUTH APPRENTICESHIP ACT

Section 11 Nonduplication and Nondisplacement

(a) Nonduplication: Assistance provided under this Act shall not be used to establish a program in any Standard Metropolitan Statistical Area where there is an existing apprenticeship program registered with the U.S. Department of Labor's Bureau of Apprenticeship Training or a State Apprenticeship Council for the same or similar trade, occupation or field. It is further provided, however, that the terms of this subsection shall not prohibit an organization which has a duly registered apprenticeship program from applying for assistance under the Act.

EXHIBIT 3

100 YEARS OF PRIDE

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UNITED ASSOCIATION
f Journeymen and Apprentices
of the Plumbing and Pipe Fitting Industry
of the United States and Canada

Office of the General President—Marvin J. Boode

General Office File Reference

October 8, 1991

Mr. Calvin Johnson
Legislative Representative AFL-CIO
815 16th Street NW
Washington, DC 20006

Re: High Skills, Competitive Workforce Act of 1991

Dear Mr. Johnson:

This letter sets forth the position of the United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry of the United States and Canada regarding the above-referenced bill, which was recently introduced in Congress by Senator Kennedy. Pleased be advised, however, that the concerns and issues raised herein constitute our preliminary views on this matter and that we may wish to submit further comments after we have had the opportunity to give the bill further study.

I. Overview

No one can deny that the goals set forth in the High Skills, Competitive Workforce Act are laudable. The stated purpose of the Act is to "ensure the success of American products and services in international competition and to improve the standard of living for all Americans." The Act seeks to achieve these ends by establishing a system of federally-sponsored educational and training programs intended to revitalize America's workforce. The Act also calls for the establishment of national, albeit voluntary, occupational certification standards for each industry, craft or trade.

Trade unions, especially those in the building and construction industry, have invested literally billions of dollars in apprenticeship programs. These investments are made to ensure that union craftsmen attain the highest level of skill and knowledge in their trade. It is this type of commitment that has enabled union workers to deliver a quality of service matched by none. Moreover, it is this type of foresight and planning which allows union contractors to remain successful in an increasingly competitive world. Because of this commitment, it is vital the AFL-CIO persuade Congress to take appropriate action in revising the

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MARVIN J. BOODE, General President · CHARLES J. HARIG, General Secretary-Treasurer · W. EDDIE MOORE, Asst. General President · MARION A. LEE, Asst. General Secretary-Treasurer

Workforce Act so as to ensure the fair treatment and adequate protection of established union apprenticeship programs.

II. Revisions Needed for the High Skills, Competitive Workforce Act

A. Statutory Protection for Existing Apprentice Programs

In order to ensure that existing union apprenticeship programs receive fair treatment under the law, two specific provisions need to be added to the Workforce Act:

First, the Act should contain a specific exemption for the building and construction industry. (See Attachment A, Draft Proposal).

Second, a provision should be included to prohibit the use of federal funds for any programs which would undermine existing apprentice programs duly registered with the Department of Labor, Bureau of Apprenticeship Training. (See Attachment B, Draft Proposal).

The proposed changes are clearly justified. If existing programs are not adequately protected, private investment in these programs will be severely discouraged. More importantly, federal funding should not be used to provide non-union contractors with an unfair competitive advantage -- which is exactly what will happen if the proposed legislation is not substantially modified.

Given the widespread use of union apprenticeship programs in the building and construction industry, virtually any type of federal investment in this area is going to be unfair. Furthermore, unlike other areas, it is obvious that federal action is not needed to stimulate the creation of new training programs in this industry. Accordingly, a construction industry exemption is warranted. (See Attachment A).

It is equally as important to prohibit unnecessary duplication and/or the same type of unfair advantage in occupations and trades not in the construction industry. The most likely way to achieve this would be to include language in the statute that clearly states that federal funding shall not be used to establish programs in any occupation or trade for which registered apprenticeship programs already exist, and to explicitly outlaw programs that would otherwise serve to undermine existing programs. (See Attachment B).

Furthermore, these restrictions must be incorporated at the appropriate place in the statute, namely in Section 102, in order that they apply to all types of program funding made available by the Act. (In the original bill, funding restrictions apply only to Title III programs -- a result totally unacceptable since federal funding is provided under the other Titles as well.) As discussed below, these provisions must also be backed-up by viable enforcement mechanisms which permit interested parties to effectively challenge programs when necessary.

B. Statutory Enforcement Mechanisms

In its present form, the proposed statute fails to provide any type of enforcement mechanism with which to challenge a new program, or to otherwise pursue violations of the Act. Accordingly, an entire enforcement scheme needs to be added to the statute. We suggest that such an enforcement scheme should include the following basic features.

1. Specific Criteria for Proposed Programs: Requests for federal funding under the Act, i.e., program proposals or applications, should be required to meet specific established criteria to ensure that only legitimate and bona fide programs receive federal assistance.

At the very least, proposed training programs should be required to meet the criteria and standards set forth in applicable DOL apprenticeship regulations. See 29 C.F.R. 29.5 ("Standards of Apprenticeship").

These regulations list the specific criteria required of apprenticeship programs registered with, and approved by, the Department of Labor's Bureau of Apprenticeship Training ("BAT"), such as requirements regarding job safety instruction, the minimum number of hours for which an apprentice must train, and so forth.

2. Program Applications Should Obtain Prior BAT Approval: Each program proposal which involves any type of job training should be required not only to meet specific criteria, but also to obtain BAT approval and certification prior to being considered for funding by the federal or local authorities issuing the program grants.

This process would allow BAT to review a proposed program to ensure that it complies with all statutory and regulatory requirements, including restrictions regarding duplication and

infringement of existing programs, as well as specific program criteria.

Once this review process is complete and BAT ascertains that the proposal adequately complies with the law, BAT can issue a certification to this effect and the program application can proceed to the funding stage, providing no challenges are pending.

3. Public Notice of Program Proposals: At the time a program proposal and application is filed with BAT, public notice should be immediately posted in the Federal Register, identifying the name of the employer, the type of program proposed, the occupation or trade slated for training and other such information.

Following the issuance of the public notice, interested parties should be given a reasonable period to review the proposal, e.g. 30 or 60 days, before BAT completes its review process. At this stage, copies of all relevant documents should be made available upon request.

4. The Right to Challenge Program Proposals: Any interested party should be afforded the right to challenge a proposed program on the ground that it does not meet required standards or otherwise fails to comply the statute or applicable regulations.

The details for establishing an administrative process to handel such challenges could be worked out after an agreement is reached recognizing that interested parties should be given the right to challenge legally deficient programs.

For any such scheme to be effective, however, certain basic features are essential.

-- First, when a challenge is raised, but denied by BAT (or the Secretary), the challenging party should be entitled to a full administrative hearing (i.e., full due process rights under the Administrative Procedures Act).

-- Second, the party should have the explicit right to appeal the decision of the administrative tribunal to a court of appropriate jurisdiction (e.g. a U.S. Court of Appeals).

-- Third, if it prevails on the merits, the challenging party should be entitled to an injunction prohibiting the funding

and establishment of the proposed program and should be awarded attorney fees and costs.

-- Finally, it is vital that these various requirements be explicitly recognized in the Act itself and not entrusted to the implementing regulations.

C. National Occupational Certification Standards

Section 203 of the Act seeks to establish a "voluntary system of occupational certification . . . a system of industry-based, occupational proficiency standards and certifications of mastery" for various occupations and trades. These occupational certification standards will then be used for training and testing participants in the new programs created under the Act.

In seeking to ensure fairness to existing apprenticeship programs, the Act requires that certification standards will be encouraged for only those occupations "for which no recognized standards currently exist." Section 203(a). The statute further provides that occupational standards developed under the Act "shall not dilute standards applicable to existing apprenticeship programs." Section 203(g)(2)(B).

While these measures are likely to be adequate in protecting existing union standards, two additional points should be considered in this area. First, if certification standards are developed for a particular occupation -- which are lower than those used by union apprenticeship programs for the same or similar trade or occupation -- affected parties (e.g., unions and contractors) should have the right to challenge such standards, either in court or through appropriate administrative channels. It should be noted that although the national standards discussed in the Act are said to be voluntary, they become significant with respect to other provisions of the statute, namely the criteria which proposed programs will be required to meet in order to qualify for federal funding.

The other point that should be noted regarding occupational certification standards is that the Act seeks to involve various elements of the private sector, including labor unions, in the development of these standards. See e.g., Sections 203(b)(1) and (g). It may be worthwhile to consider whether it would be feasible to demand that the Act provide for even greater input from organized labor in this process (for example, by having the statute specify the number of labor representatives required

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on the national board or industry committees). After all, organized labor is recognized as an expert in the field of apprentice training and therefore a greater role for labor unions in this process is justified.

It should be emphasized that apprentice training standards for union programs, especially in the construction industry, are well known for developing high quality skills and safe working practices. Thus, every effort must be made to protect and promote these standards and, at the very least, any federal action in the area of apprenticeship standards should be closely monitored.

D. Employer Assessment Imposed by the Act

Section 423 of the Act imposes a one per cent payroll tax on employers in order to create a source of funding for the new programs envisioned by the statute. Although this assessment may be offset by the amount an employer contributes to a qualified training or education program, it is still too burdensome. Many union apprenticeship programs are funded by amounts substantially less than what is required by the statute. This is most likely due to the fact that administrative costs are kept at a minimum due to the fact that Apprentice Programs are localized and administered soley by Local Apprenticeship Committees. In fact, in many cases the cost may be less than one-half of one per cent of the employer's payroll. Moreover, the existing programs are largely successful, a point which shows that the proposed tax is neither fair nor reasonable.

Another important point which counsels against this approach is the fact that these programs are the product of free arms-length collective bargaining between union and employer and therefore should not be disturbed. Indeed, various provisions in federal labor law and employee benefit law are based on the distinct notion that these types of terms and conditions of employment should be determined only by collective bargaining. Any forced action to the contrary by the federal government would undermine this long-settled tenet of national labor policy.

If the proposed exemption set forth above for the building and construction trade were to be adopted, union employers in this industry would be protected. Unless the employer tax is defeated in its entirety, however, additional action would be needed to ensure that other union employers are also be exempted from the tax. One way to accomplish this would be for the Act to simply exempt

employers which contribute to existing BAT certified apprenticeship programs.

III. Conclusion

As noted at the outset, the comments set forth here contain our preliminary views regarding the proposed legislation. Given the importance of the Act, we feel that further study is warranted and additional comments may therefore be necessary. We are glad to have had the opportunity to present these issues and concerns to you. If you would like, we would of course be happy to meet with you to discuss our proposals or other aspects of the statute.

Fraternally yours,

Michael A. Collins
Director of Political and
Legislative Affairs

ATTACHMENT A

A. Building & Construction Industry Exemption

Insert at p. 8, line 18 of Draft Bill; as new subsection (d) to Section 102, Purpose and National Policy Declarations:

(d) Construction Industry Exemption: None of the amounts appropriated under this Act (or the amendment made by this Act) shall be used to establish, maintain or assist any type of apprenticeship or training program for any trade, skill, craft or occupation in the building and construction industry. It is further provided that the employer assessment imposed by Section 423 of this Act shall not apply to any employer, which, as of the date of the enactment of this statute, is a participant in a bona fide apprenticeship program duly registered with the U.S. Department of Labor, Bureau of Apprenticeship Training.

ATTACHMENT B/DRAFT PROPOSAL

Insert at p. 8, line 18 of Draft Bill; as new subsection (e) to Section 102, Purpose and National Policy Declarations:

B. Non-Duplication Provision

Insert at p. 8, line 18 of Draft Bill; as new subsection (d) to Section 102: Purpose and National Policy Declarations):

(d) Non-duplication: None of the amounts appropriated under this Act (or the amendment made by this Act) shall be used to establish, maintain or assist any type of apprenticeship or training program for any trade, skill, craft or occupation for which there is an existing apprenticeship or training program duly registered with the U.S. Department of Labor, Bureau of Apprenticeship Training for the same or similar trade, skill, craft or occupation. It is further provided that no amounts appropriated under this Act (or the amendment made by this Act) shall be used to establish, maintain or assist any type of apprenticeship or training program which would undermine occupational standards and the general effectiveness of any existing apprenticeship or training program, duly registered with the U.S. Department of Labor, Bureau of Apprenticeship Training.

EXHIBIT 4

UNITED ASSOCIATION
of Journeymen and Apprentices
of the Plumbing and Pipe Fitting Industry
of the United States and Canada

Office of the General President—Marvin J. Boede

General Office File Reference: MAC

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Founded 1889

July 11, 1991

The Honorable Charles Rangel
2252 Rayburn House Office Building
Washington, DC 20515

Re: Grandy Apprenticeship Bill: "Leading Employers Into Apprenticeship Partnerships Act" (H.R.2550).

Dear Congressman Rangel:

It has come to our attention that Congressman Fred Grandy recently introduced new legislation in the House of Representatives concerning apprenticeship education programs. I refer here to H.R.2550, known as the "Leading Employers Into Apprenticeship Partnerships Act" It is our understanding that you are one of the co-sponsors of this Bill, which is now pending before the House Ways and Means Committee.

We would like you to know that we have serious concerns and reservations about this legislation. In brief, we believe that if this Bill is enacted in its present form, it will have dramatic and substantial adverse effects on organized labor. Not only does this law offer unfair tax advantages to non-union employers, but it threatens the very existence of union apprenticeship programs. Of course, due to the complexity of our federal tax code, we understand the potential consequences of this legislation may not have been readily apparent to its drafters. We submit, however, that the threat of harm posed by this legislation is very real.

As you know, the proposed statute seeks to encourage the development of apprenticeship programs through various tax incentives--specifically, tax credits for participating employers and a special tax exempt status for the organization which operates the apprentice program. While the policy goal of this legislation may be laudable, the implementing program is inherently unfair and discriminatory. To begin with, the statute is drafted in such a way that it, in effect, excludes virtually every union apprenticeship program which exists in the nation today.

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MARVIN J. BOEDE · CHARLES H. WARD · W. EDDIE WORRE · MARVIN A. LEE

In almost all cases, union apprentice programs are operated by joint labor-management trust funds established pursuant to Section 302 of the Taft-Hartley Act. Indeed, federal labor law requires that these organizations be equally represented and administered by labor and management trustees.

Under the Grandy Bill, the only organizations eligible for tax benefits would be those which are dominated by management. In this regard, the statute specifically provides that to qualify, the organization's board of directors must have a majority of business representatives. See Section 2(n)(1)(A)(i). Thus, by definition, hundreds of existing union apprentice programs are excluded from the proposed legislation and the substantial tax credits it offers. We do not believe that Congress should accept or tolerate such blatant and unfair discrimination.

Furthermore, the proposed statute not only seeks to award unfair advantages to non-union businesses, but it also undermines existing union programs by threatening to revoke their tax exempt status. Traditionally, apprenticeship programs have been awarded tax exempt status under Sections 501(c)(3) and/or (5) of the Internal Revenue Code. See 26 U.S.C. § 501 (3) and (5) (which permit apprenticeship organizations to be recognized as either "educational" or "labor" organizations). These sections of the Code have long been recognized by the IRS as appropriate vehicles for granting tax exempt status to apprentice organizations since, under current law, there is no specific category or definition for apprenticeship programs.

The Grandy Bill seeks to revise the Internal Revenue Code to provide a specific and distinct definition for apprentice programs, i.e., a definition which recognizes employer-dominated programs only. Therefore, under this scheme, the IRS would have full authority to deny tax exempt status to hundreds of union apprenticeship programs--while granting this benefit solely to new employer-dominated programs.

Revoking the tax exempt status of existing union programs would be a potentially lethal blow. We do not believe anyone wants this result. Indeed, since Congress has always supported and encouraged the development of apprentice training, we do not

think it would look favorably upon legislation which threatens to terminate a vast network of viable and productive apprentice programs-- programs which are the life blood of organized labor in this country.

For the above stated reasons we hope that the Ways and Means Committee takes careful review of H.R.2550 as proposed by Congressman Grandy.

Due to the inherent unfairness that would result from the legislation we ask that the Committee take the appropriate action to see that the Bill, as written, is either drastically amended and, if not, that H.R.2550 not be processed through the Committee.

We, of course, would be glad to meet with you or your staff to discuss this matter further. Thank you for your time and consideration.

Sincerely yours,

Marvin J. Boede

Marvin J. Boede
General President

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